

PA/PhD 511
The History and Development of Public Administration Theory
Fall 2009
104 Lincoln Hall, Mondays, 3-6 p.m.

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This course provides an introduction to the field of public administration - the ideas, approaches, and debates that have shaped the past and continue to influence the present of the discipline. The first two classes lay a foundation for the rest of the course, by considering the context of the discipline, the constitutional framework for public administration, and criteria for evaluating theory. These are intended to inform your critiques of the subsequent material, and future class discussions. Throughout the semester, you will be expected to reflect on the debates or controversies in the field, and to think critically about them, including the impact that historical concepts or arguments have on our current understanding of public administration. Toward the end of the course, you will examine several current theoretical approaches to public administration. At the end of the course, we will consider future directions in public administration – changes in practice, and the possibilities for further development of theory.

The seminar format calls for the active participation of students. You will be assigned weeks for discussion leadership, as well as for presentations on books. At the end of the course, you will write an essay that addresses “big questions” for the future development of the field, which will form the basis of class discussion during finals week.

ASSIGNMENTS

Book Presentations

Each student will take responsibility for reading and presenting **two** of the books listed as presentation readings in the various weeks of the course schedule. You are expected to:

1. Write a summary of the main points of the book (see below) and evaluate the merit of the arguments or theory presented in the book. This summary should be about 5 pages double-spaced, and can include bullet points for the summary portion of your paper. Frameworks for your critical examination of the book could include Gerring’s criteria for concepts and theory, and strengths and weaknesses of the arguments (in historical perspective given the knowledge or context of the time, or in a more contemporary perspective). This should be posted by noon on the day prior to class. Other students are responsible for reading your summary and evaluation in preparation for class discussion. These

will be an aid in preparing for comprehensive exams as well as for class discussion.

2. Make a 15 minute presentation that summarizes the main ideas and contributions of the book. This should not be a blow-by-blow outline of the book, but you should ask yourself – why is this book important? What are the ideas that it has contributed, and how has it influenced theory, practice, or both? Where books address the history of the field rather than theory, how has it contributed to our understanding of both past and present issues?
3. End the presentation by opening a class discussion on the book, particularly (although not exclusively) on how it relates to the other reading for the week. You should prepare at least 2 questions for discussion.

Discussion Leadership

Each student will be assigned as discussion leader **twice** this semester. Your responsibility as discussion leader will be to give a 15 minute introduction of the common themes of the reading, and to be prepared with 4 questions for discussion of the required reading. The schedule for discussion leaders will be posted on Blackboard.

GRADING

Book Presentations (10% each)	20% total
Discussion Leadership (10% each)	20%
Participation	10%
Midterm and Final (25% each)	50%

REQUIRED READING

In addition to the required books listed below, the schedule lists chapters and articles that are available electronically. As noted, some readings are available on Blackboard, whereas others are available online through the UIC library website.

The following books are available in the bookstore and are required texts.

1. Shafritz, Jay M, Albert C. Hyde and Sandra Parkes. 2008. *Classics of Public Administration*, 6th ed. New York: Thomson/Wadsworth.
2. H. George Frederickson and Kevin B. Smith. 2003. *Public Administration Theory Primer*. Boulder, CO: Westview Press.
3. Denhardt, Robert B. 2004. *Theories of Public Organization*. New York: Thomson/Wadsworth.
4. Peters, B. Guy. 2001. *The Future of Governing*, 2nd ed., revised. Lawrence, KS: University Press of Kansas.

SCHEDULE

NOTE: * available online through JSTOR or other electronic resources available through UIC library website

** posted on Blackboard

Aug. 24 THEORY AND FOUNDATIONS

On Theory :

- Frederickson and Smith, Ch. 1. Introduction: The Possibilities of Theory.
- **Whetten, David. What constitutes a theoretical contribution?
- **Gerring, John. 2001. Chapter 3, Concepts: General Criteria and Chapter 5, Propositions: General Criteria, in *Social Science Methodology: A Criterial Framework*, Cambridge University Press, 36-64, 89-118.

Constitutional Foundations:

- Alexander Hamilton, John Jay, and James Madison, Federalist Papers #s 10, 51 Available [online] at: <http://www.yale.edu/lawweb/avalon/federal/fed.htm>

CLASSICS

- #24. Grodzins, Morton. The American System.
- #43. Rosenbloom, David H. Public Administrative Theory and the Separation of Powers.

Recommended Reading:

- Lowery, David. 1993. A Bureaucratic-Centered Image of Governance: The Founder's Thoughts in Modern Perspective. *Journal of Public Administration Research and Theory* 10 (1): 7-34.
- DeTocqueville, Alexis. The Need to Study What Happens in the States Before Discussing the Government of the Union. *Democracy in America*. (Originally published in 1848). http://xroads.virginia.edu/HYPER?DETOC/1_ch05.htm
- Kuhn, Thomas S. 1970. *The structure of scientific revolutions*. Chicago: University of Chicago Press.
- Gerring, John. 2001. *Social science methodology: A criterial framework*. Cambridge: Cambridge University Press.

Also, useful for critiques of approaches such as rational choice, institutionalism, interpretivism, and others more generally applicable to the social sciences rather than public administration alone –

Lichbach, Mark I. 2003. *Is rational choice theory all of social science?* Ann Arbor: University of Michigan Press. (A sophisticated comparison of rational choice, institutionalism, and interpretivism.)

Marsh, David and Gerry Stoker. 2002. *Theory and methods in political science*, 2nd ed. Houndmills, Basingstoke: Palgrave Macmillan. (Includes a wider range of approaches, and is more basic, but well-grounded.)

Aug. 31 THE PROGRESSIVE ERA AND ORTHODOXY

- **Childs, Richard S. 1914. The Principles Underlying the City-Manager Plan. In *Basic Literature of American Public Administration, 1787-1950*, Frederick C. Mosher, ed. Holmes and Meier Publishers, Inc., 1981, 95-96.

CLASSICS

- #1. Wilson, Woodrow. The Study of Administration.
- #2. Goodnow, Frank J. Politics and Administration.
- #3. Addams, Jane. Problems of Municipal Administration.
- #4. Taylor, Frederick. Scientific Management.
- #7. White, Leonard D. Introduction to the Study of Public Administration.
- #9. Gulick, Luther. Notes on the Theory of Organization.
- #10. Report on President's Committee on Administrative Management.

Recommended Reading:

- Stillman, R. 1998. *Creating the American state: The moral reformers and the modern administrative world they made*. Tuscaloosa, AL: University of Alabama Press.
- Adams, B. 1992. Enthralled with modernity. *Public Administration Review* 52: 363-73.
- Schachter, Hindy Lauer. 1989. *Frederick Taylor and the Public Administration Community: A Reevaluation*. Albany, NY: SUNY Press.
- Karl, B. 1963. *Executive Reorganization and Reform in the New Deal: The Genesis of Administrative Management, 1900-1939*.
- Taylor, F. *The Principles of Scientific Management*.

Sept. 7 NO CLASS – LABOR DAY

Sept. 14 ORTHODOXY IN RETREAT

- Denhardt, Chapter 3, The Political Heritage: From Wilson to Waldo
- #17. Simon, Herbert. The Proverbs of Administration.
- #18. Waldo, Dwight. The Administrative State: Conclusion.
- *Dahl, R. 1947. The Science of Public Administration: Three Problems. *Public Administration Review* 7: 1-11.
- *Simon, H. 1947. A Comment on the "Science of Public Administration." *Public Administration Review* 7: 1-11.

- *Simon, H., P. Drucker, and D. Waldo. 1952. Development of Theory of Democratic Administration: Replies and Comments. *American Political Science Review* 46: 494-503.
- *Long, Norton. 1949. Power and Administration. *PAR* 9: 257-264.

Presentation Reading:

- Waldo, Dwight. 1948. *The Administrative State*, 2nd ed.

Recommended Reading:

- Rosenbloom, D. 1993. Have an Administrative Rx? Don't Forget the Politics! *Public Administration Review* 53 (1993): 503-507.
- Rosenbloom, D.H. and H.E. McCurdy, eds. 2006. *Revisiting Waldo's Administrative State*. Washington, D.C.: Georgetown University Press.
- Appleby, Paul. 1949. *Policy and Administration*.
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Sept. 21 ADMINISTRATION AS DECISIONMAKING

- Frederickson and Smith, ch. 7, Decision Theory
- Denhardt, Ch. 4, The Rational Model of Organization
- **Simon, Herbert. 1986. Theories of Bounded Rationality. In *Decision and Organization*, 2nd ed., C.B. McGuire and Roy Radner, eds., Minneapolis: University of Minnesota Press, 161-76.
- *Cohen, Michael D., James G. March, and Johan P. Olsen. 1972. A Garbage Can Model of Organizational Choice. *Administrative Science Quarterly* 17: 1-25.

CLASSICS

- #22. Dahl, Robert A. The Science of Muddling Through.

Presentation Reading:

- Simon, Herbert. 1957. *Administrative Behavior*, 2nd ed., New York: Wiley.

Recommended Reading:

- Bendor, Jonathan, Terry M. Moe, and Kenneth W. Shotts. 2001. Recycling the Garbage Can: An Assessment of the Research Program. *American Political Science Review* 95 (1): 169-190.
- Olsen, Johan P. 2001. Garbage Cans, New Institutionalism, and the Study of Politics. *American Political Science Review* 95 (1): 191-198.
- Cyert, Richard and James G. March. 1993. *A Behavioral Theory of the Firm*, 2nd ed.
- Jones, Bryan D. 2001. *Politics and the Architecture of Choice: Bounded Rationality and Governance*. Chicago: University of Chicago Press. See especially Chapter 6, A Behavioral Theory of Organizations.

Sept. 28 BUREAUCRACY AND GOVERNMENT: ISSUES OVER TIME

- Frederickson and Smith, Chapter 2 & 3, Theories of Bureaucratic Control and Theories of Bureaucratic Politics.
CLASSICS
- # 7. Weber, Max. Bureaucracy.
- #37. Krislov, S. Representative Bureaucracy
- #16. Appleby, Paul. Government is Different
- #39. Allison, G. Public and Private Management: Are they Fundamentally Alike in All Important Respects?
- #28. Downs, Anthony. The Life Cycle of Bureaus.

Presentation Reading

- Wilson, J.W. 1997. *Bureaucracy: What Government Agencies Do and Why They Do It.*
- Downs, A. 1967. *Inside Bureaucracy.*

Recommended Reading:

- Weber, M. 1922. *The Theory of Social and Economic Organization*

Oct. 5 HUMAN RELATIONS SCHOOL

- Denhardt, Chapter 5, Organizational Humanism
CLASSICS
- #9. Follett, Mary Parker. The Giving of Orders.
- #12. Barnard, Chester I. Informal Organizations and Their Relation to Formal Organizations.
- #13. Merton, Robert K. Bureaucratic Structure and Personality.
- #15. Maslow, A.H. A Theory of Human Motivation.
- #21. McGregor, Douglas Murray. The Human Side of Enterprise.

Presentation Reading:

Barnard, Chester. 1948. *The Functions of the Executive.* Cambridge, MA: Harvard University Press.

Recommended Reading:

- Mayo, Elton. 1933. *Human Problems of Industrial Civilization.*
- Roethlisberger, F. 1944. *Management and Morale.*

TAKE-HOME EXAM DISTRIBUTED

Oct. 12 NEW PUBLIC ADMINISTRATION

- #33. Frederickson, George H. Toward a New Public Administration.

Recommended Readings:

- Marini, F. ed. 1971. *Toward a New Public Administration: The Minnowbrook Perspective* (1971)
- Simmons and E.Dvorin. 1972. *From Amoral to Humane Bureaucracy*.

LECTURE AND SHORT CLASS – DISCUSSION BASED ON TAKE-HOME EXAM
(due Oct. 12)

Oct. 19 IMPLEMENTATION AND BUREAUCRACY

- **Mazmanian, Daniel and Paul Sabatier. 1979. The Conditions of Effective Implementation. Excerpted from *Policy Analysis* 5 (4): 481-504, reprinted in *Public Administration: Concepts and Cases*, Richard J. Stillman II, ed.

CLASSICS

- #35. Pressman, Jeffrey and Aaron Wildavsky. Implementation.
- #40. Lipsky, Michael. Street-Level Bureaucracy.
- #31. Lowi, Theodore J. The End of Liberalism: The Indictment.
- *O'Toole, L. Research on Policy Implementation: Assessment and Prospects. *Journal of Public Administration Research and Theory* 10 (2): 263-88.

Presentation Reading:

- Lipsky, Michael. 1980. *Street-Level Bureaucracy: Dilemmas of the Individual in Public Services*. New York: Russell Sage Foundation.

Recommended Readings:

- Bardach, E. 1977. *The Implementation Game*.
- Lowi, Theodore. 1979. *The End of Liberalism: The Second Republic of the United States*, 2nd ed.
- Pressman, J. and A. Wildavsky. 1984. *Implementation*

Oct. 26 BUDGETING, POLICY ANALYSIS AND EVALUATION

- #14. Key, V.O. The Lack of a Budgetary Theory.
 - #24. Schick, Allen. The Road to PPB: The Stages of Budget Reform.
 - #29. Wildavsky, Aaron. Rescuing Policy Analysis from PPBS.
 - #34. Rivlin, Alice. Systematic Thinking for Social Action.
 - #38 Levine, C. Organizational Decline and Cutback Management.
 - #41. Caiden, Naomi. Public Budgeting amidst Uncertainty and Instability.
- Denhardt, Ch.6 (portions) – The Policy Emphasis, 11-132

Presentation Reading:

- Rubin, Irene. 2000. *The Politics of Public Budgeting: Getting and Spending, Borrowing and Balancing*, 4th ed. New York: Chatham House Publishers.

Recommended Readings:

- Wildavsky, A. 1984. *The New Politics of the Budgetary Process*.
- Palumbo, D.J., ed. 1987. *The Politics of Program Evaluation*. Newbury Park: Sage Publications.

Nov. 2 INSTITUTIONALISM

SPECIAL FORMAT – no discussion leader – all 3 books must be covered

- Frederickson and Smith, ch. 4, Public Institutional Theory
- *March, James G. and Johann P. Olsen. 1984. The New Institutionalism: Organizational Factors in Political Life. *American Political Science Review* 79: 734-49.
- *Ostrom, Elinor. 1991. Rational Choice Theory and Institutional Analysis: Toward Complementarity. *American Political Science Review* 85: 237-43.
- **SKOWRONEK – will be put on Blackboard

Presentation Readings:

- March, James G. and J.P. Olsen. 1989. *Rediscovering Institutions: The Organizational Basis of Politics*.
- Skowronek, Steven. 1982. *Building a New American State*.
- Ostrom, E. 1990. *Governing the Commons: The Evolution of Institutions for Collective Action*

Nov. 9 INTERPRETIVISM AND CULTURE

- **Chapter from Marsh and Stoker - Interpretivism
 - *Hummel, Ralph P. 1991. Stories Managers Tell: Why They Are as Valid as Science. *PAR* 51: 31-41.
- CLASSICS
- #46. Stivers, Camilla. Toward a Feminist Perspective in Public Administration Theory.
 - #47. Ott, J. Steven. Understanding Organizational Culture.
 - Denhardt, ch. 7, Public Administration and the New Public Service
 - *Maynard-Moony, S. and M. Musheno. 2000. State Agent or Citizen Agent: Two Narratives of Discretion. *Journal of Public Administration Research and Theory* 10(2): 329-58.

Presentation Reading

- Stivers, Camilla. 2000. *Bureau Men and Settlement Women*. Lawrence, KS: University Press of Kansas.

- Maynard-Moony, S. and M. Musheno. 2003. *Cops, Teachers and Counselors: Stories from the Front Lines of Public Service*. Ann Arbor, MI: University of Michigan Press.

Recommended Readings:

- L. DeLeon and R. Denhardt. 2000. The Political Theory of Reinvention. *Public Administration Review* 60: 89-97,
- Fox, C. 1996. Reinventing Government as Postmodern Symbolic Politics. *Public Administration Review* 56: 256-62.
- Frederickson and Smith chapter on Postmodernism. (While focused on public administration, not as clear of a treatment as Marsh and Stoker on Interpretivism. Postmodernism also represents a particular form of interpretivism.)

Nov. 16 RATIONAL CHOICE AND ECONOMICS IN PUBLIC ADMINISTRATION

- Frederickson and Smith, ch. 8, Rational Choice Theory
- **Ostrom, Vincent. 1989. *The Intellectual Crisis in American Public Administration*, 2nd ed. Tuscaloosa, AL: The University of Alabama Press. Chapters 1, 5, 7.
- **Niskanen, William A. 1991. A Reflection on *Bureaucracy and Representative Government*. In *The Budget-Maximizing Bureaucrat: Appraisals and Evidence*, Andre Blais and Stephane Dion, eds. Pittsburgh, PA: University of Pittsburgh Press, 13-31.
- *Ostrom, E., J. Walker and R. Gardner. 1992. Covenants without a Sword: Self-Governance is Possible. *American Political Science Review* 82(2): 404.

Presentation Reading:

- Ostrom, Vincent. 1989. *The Intellectual Crisis in Public Administration*, 2nd ed. Tuscaloosa, AL: University of Alabama Press.

Recommended Reading:

- *Savas, E.S. 1978. The Institutional Structure of Local Government Services: A Conceptual Model. *Public Administration Review* 38 (5): 412-419.
- Niskanen, William A. *The Budget-Maximizing Bureaucrat*
- Moe, T. 1984. The New Economics of Organization. *American Journal of Political Science* 28: 739-77
- Savas, E.S. 1982. *Privatizing the Public Sector: How to Shrink Government*. Chatham, NJ: Chatham House Publishers.

Nov. 23 NEW PUBLIC MANAGEMENT

- Frederickson and Smith, Chapter 5, Theories of Public Management
 - Denhardt, ch. 6, portions on Rational Choice and NPM, 132-144
- CLASSICS

- #49. Hood, Christopher. A Public Management for All Seasons?
- #51. Barzelay, Michael with Babak J. Armajani. Breaking Through Bureaucracy
- #52. National Performance Review. From Red Tape to Results: Creating a Government That Works Better and Costs Less

Recommended Readings:

- Osborne, D. and T. Gaebler. 1992. *Reinventing Government*.
- Barzelay, M. 1992. *Breaking Through Bureaucracy*.
- Lynn, Laurence. 1996. *Public Management as Art, Science, and Profession*
- Kettl and DiIulio. *Inside the Reinvention Machine: Appraising Governmental Reform*.
- Kettl, D. 2000. *The Global Revolution in Public Management*. Lowi, Theodore. 1979. *The End of Liberalism: The Second Republic of the United States*, 2nd ed.

Nov. 30 GOVERNANCE: WITHER PUBLIC ADMINISTRATION AND THEORY?

- Frederickson and Smith, ch. 10, Theories of Governance
- Peters, B. Guy. 2001. *The Future of Governing*, 2nd ed., revised. Lawrence, KS: University Press of Kansas. **Chapters 1-6.**

Recommended Reading:

- Agranoff, R. and M. McGuire. 2002. *Collaborative Public Management: New Strategies for Local Governments*. Washington, D.C.: Georgetown University Press.
- O'Toole, Laurence J. 1997. Implications for democracy in a networked bureaucratic world. *Journal of Public Administration Research and Theory* 7:443-459.
- Provan, Keith G. and H. Brinton Milward. 1995. A preliminary theory of interorganizational network effectiveness: A comparative study of for community mental health systems. *Administrative Science Quarterly* 40:1-33.

Dec. 7 TAKE-HOME FINAL DUE

- *Kettl, Donald F. 2000. Public Administration at the Millenium: The State of the Field. *Journal of Public Administration Research and Theory* 10 (1): 7-34.