

PSCI 441
Spring 2014
LWH 3096
W 7:05-9:45pm

William D. Adler
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Hours: M/W 1-3pm, T 5-6pm
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History and Literature of Public Administration

This graduate course will survey the field of public administration in both historical and contemporary perspective. We will seek to understand how past perspectives on administration continue to impact modern-day practice in the historical roots of the current administrative state, the theoretical foundations of bureaucracy, and the practical operations of government. Together we will examine these and other critical questions regarding the field: what is good public administration? Can we distinguish between *politics* and *administration*, either in theory or in practice? How does administration affect the course of public policy development? Readings will consist of both classic and modern works on administration, bureaucracy, and the state. In addition to short response essays, students will also write a research paper and make an in-class presentation of their findings.

Required Texts

There is one required text for this course. (Purchase older editions at your own risk.)

- Jay M. Shafritz and Albert C. Hyde, *Classics of Public Administration* (7th edition) (Cengage, 2012)

Course Learning Objectives

This course is intended to give students deep insight into the field of public administration. Substantial reading and writing is required, as well as informed class discussions. Students are expected not only to learn the substantive material, but also to apply the theories they learn across multiple areas. By the end of the semester students should have an understanding of critical historical and contemporary perspectives on public administration, bureaucracy, and the state. Students are also expected to write a paper that demonstrates both their grasp of the material and their ability to generate informed opinions based on empirical research.

Course Requirements

- 1) Complete all readings on schedule. If you miss a class, email me for the next reading assignment, as the schedule may change. Bring the assigned readings with you to class.
- 2) Attend on time and actively participate in class discussions. In a graduate seminar full participation by all students is central to creating productive discussions, so this makes up a large percentage of your grade. The base participation grade is a B which can rise or fall based on your contributions in class. Those who arrive more than 5 minutes late, or who leave in the middle of class, will be marked for half of an absence. Each student is allowed only **one** unexcused absence. Your participation grade will be reduced by one-third of a letter for each

unexcused absence over one. Not being active during class discussions will also result in a lowering of your participation grade. During week 6 of the semester I will update you as to your current participation grade, so that you will have an opportunity for improvement. Use of electronic devices such as phones or music players during class is prohibited. Laptops/tablets are permitted for note-taking only.

3) Keep up with the news. We will frequently discuss current events as they relate to the concepts we are discussing in class. This way, we will be able to connect what can be abstract ideas to real-world outcomes. Read a newspaper, visit cnn.com, or do anything that helps makes you an informed citizen.

4) Take the final exam. It will be in take-home form.

5) Complete all required writing assignments. **Late papers will not be accepted under any circumstances** (barring serious emergencies, which must be documented). For the purposes of this course, “late” is defined as submitted through D2L after the class starting time on the due date of the assignment. I will not accept submissions via email or in hard copy. Do not wait to the last moment to submit assignments.

All written assignments must be typed in a 12 point font, double spaced, with one-inch margins, and have page numbers. Papers not meeting these criteria will be penalized.

Writing Assignment #1: You will write 5 essays in response to the assigned class readings. Papers are due on the day of the assigned readings. You may not write more than one per class and you may not submit more than 5 in total. (Cite all your sources appropriately.) Each essay will proceed in the following order. First, briefly summarize the readings assigned for that day’s class. Pick one reading in particular to focus on and describe the author’s theory, methodology, and empirical results (as appropriate). Finally, answer the questions listed below the readings on the syllabus.

Once you have received a grade on your paper, I will give you the option of revising it, if you wish. All revisions are due within one week of when I return the paper to you.

Writing Assignment #2: You will write a research paper and make an in-class presentation of your findings. No later than **February 19th** you will submit a topic proposal for my approval. This proposal must include your research question, suggested sources for research (not necessarily ones you have already read), as well as potential findings. This assignment is graded Approved/Not Approved. Once your proposal is approved you may proceed with your paper. You may not submit a completed research paper until your proposal has been approved. I am open-minded as to potential topics but will be happy to make suggestions, if you wish.

Your paper must be at least 15 pages and include appropriate references (either footnotes or parenthetical style is acceptable) as well as a bibliography. Your paper must be submitted no later than **April 2nd**. You will also have the opportunity, if you wish, to revise your paper after it is returned to you. If you choose to submit a revision you must do so no later than **April 23rd**. Presentations will be scheduled for April 9th and April 23rd.

Grading

Work conducted towards the end of the semester will be more heavily weighted in my mind when dispensing final grades; in other words, *improvement counts*.

Attendance/Participation: 20%

Short essays: 25%

Research paper: 25%

Presentation: 10%

Final: 20%

Incompletes will only be given for valid, documented emergencies.

NOTE ON PLAGIARISM: Any student found plagiarizing work will receive a grade of **zero** for that assignment and an **F** for the course. You will also be reported to the University for violating the academic integrity policy. Plagiarism includes, but is not limited to: direct copying of material that is not your own, copying the material even while providing a citation, or copying ideas without proper attribution. **It is your responsibility to avoid plagiarism; if you are uncertain about what constitutes plagiarism, please ask!**

Accessibility

If you are a student with a disability or believe you might have a disability that requires accommodations, please contact Student Disability Services at (773) 442-4595, room D-104.

Schedule of Classes and Exams

January 8th: Introduction – Public Administration, Governance, and the State

“A Chronology of U.S. Public Administration, 1776 to the Present,” S&H, 623-641

January 15th: The Creation of Public Administration

Woodrow Wilson, “The Study of Administration,” S&H chapter 1

Frank J. Goodnow, “Politics and Administration,” S&H chapter 2

Jane Addams, “Problems of Municipal Administration,” S&H chapter 3

Frederick W. Taylor, “Scientific Management,” S&H chapter 4

Max Weber, “Bureaucracy,” S&H chapter 6

Leonard D. White, “Introduction to the Study of Public Administration,” S&H chapter 7

Response questions:

1. How do we distinguish between politics and administration? Provide two examples.
2. Discuss the differences and similarities between the terms *bureaucracy* and *administration*.
3. Describe how new administrative practices differed from those of the past.

January 22nd: The Rise of the Administrative State

Louis Brownlow et. al., "Report of the President's Committee on Administrative Management," S&H chapter 10

Robert K. Merton, "Bureaucratic Structure and Personality," S&H chapter 12

Herbert A. Simon, "The Proverbs of Administration," S&H chapter 16

Dwight Waldo, "The Administrative State: Conclusion," S&H chapter 17

Morton Grodzins, "The American System," S&H chapter 23

Anthony Downs, "The Life Cycle of Bureaus," S&H chapter 26

Response questions:

1. Provide three examples of new administrative theories that led to shifts in the practice of administration.
2. Describe Downs' theory of bureaucracy and compare it to Weber's classic examination.

January 29th: Critiquing the Administrative State

Theodore J. Lowi, "The End of Liberalism: The Indictment," S&H chapter 29

James Q. Wilson, "The Rise of the Bureaucratic State," *The Public Interest* 41 (Fall 1975) 77-103 [D2L]

Jeffrey L. Pressman and Aaron Wildavsky, "Implementation," S&H chapter 33

Samuel Krislov, "Representative Bureaucracy," S&H chapter 35

Response questions:

1. Compare Lowi's criticisms of administration to Wilson's. Where do they agree and where do they disagree?
2. Do Pressman & Wildavsky and Krislov have substantive criticisms of the administrative state, or are they simply providing dispassionate analyses of administration?

February 5th: Governance in the Age of Retrenchment

Graham T. Allison, "Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?" S&H chapter 39

Ronald C. Moe, "Exploring the Limits of Privatization," S&H chapter 46

The National Performance Review, S&H chapter 53

Jonathan D. Bruel and John M. Kamensky, "Federal Government Reform: Lessons from Clinton's 'Reinventing Government' and Bush's 'Management Agenda Initiatives,'" *Public Administration Review* 68:6 (November/December 2008): 1009-1026 [D2L]

Response questions:

1. Are public and private administration fundamentally similar or different?
2. Can private governance replace the state? If so, how?
3. The "Reagan Revolution" shifted the nation in an anti-statist direction. How did that affect public administration?

(February 12th: no classes, Lincoln's Birthday)

February 19th: Public Administration and Public Policy

Charles E. Lindblom, "The Science of 'Muddling Through,'" S&H chapter 20

Yehezkel Dror, "Policy Analysts: A New Professional Role in Government Service," S&H chapter 25

Aaron Wildavsky, "Rescuing Policy Analysis from PPBS," S&H chapter 27

Michael Lipsky, "Street-Level Bureaucracy: The Critical Role of Street-Level Bureaucrats," S&H chapter 40

John Kingdon, "How Does an Idea's Time Come? Agendas, Alternatives, and Public Policies," S&H chapter 44

Deborah Stone, "Policy Paradox: The Art of Political Decision Making," S&H chapter 57

Response questions:

1. How does administration affect the creation and implementation of public policies?
2. Are policy analysts neutral observers of policy or do they affect its path as well? Provide examples.

February 26th: Alternative Perspectives on Public Administration

H. George Frederickson, "Toward a New Public Administration," S&H chapter 31

Alice M. Rivlin, "Systematic Thinking for Social Action," S&H chapter 32

R. Roosevelt Thomas, Jr., "From Affirmative Action to Affirming Diversity," S&H chapter 49

Camilla Stivers, "Toward a Feminist Perspective in Public Administration," S&H chapter 50

John J. Kirlin, "The Big Questions of Public Administration in a Democracy," *Public Administration Review* 56:5 (Sept/Oct 1996): 416-423 [D2L]

Response questions:

1. Many of these authors view public administration as an inherently political enterprise. Do you agree? Provide examples.
2. Kirlin argues that there are four "big questions" about administration in a democracy. What other "big questions" can you think of that should be added to his list?

March 5th: Personnel in Public Administration

Mary Parker Follett, "The Giving of Orders," S&H chapter 8

Frederick C. Mosher, "Democracy and the Public Service: The Collective Services," S&H chapter 42

Sungjoo Choi and Andrew B. Whitford, "Merit-based Pay and Employee Motivation in Federal Agencies," *Brookings Issues in Governance Studies* #63, November 2013 [D2L]

Ronald C. Clark, Jr., et. al., "Representative Bureaucracy: The Politics of Access to Policy-Making Positions in the Federal Executive Service," *Public Personnel Management* 42:1 (March 2013): 75-89 [D2L]

Response questions:

1. To what degree are public officials responsive to their superiors?
2. What motivates administrators to act as they do? What incentives underlie their behavior?

March 12th: Ethics in Public Administration

Frederick C. Mosher & others, "Watergate: Implications for Responsible Government," S&H chapter 34

John A. Rohr, "Ethics for Bureaucrats: An Essay on Law and Values," S&H chapter 38

Dennis F. Thompson, "The Possibility of Administrative Ethics," S&H chapter 45

Carol W. Lewis, "The Ethics Challenge in Public Service," S&H chapter 51

Guy B. Adams and Danny L. Balfour, "Unmasking Administrative Evil: Searching for a Basis for Public Ethics," S&H chapter 58

Response questions:

1. How do we define administrative ethics?
2. How can we assure that bureaucrats act in an ethical manner?

(March 19th: no classes, Spring Break)

March 26th: Oversight of the Bureaucracy

Terry M. Moe, "The New Economics of Organization," *American Journal of Political Science* 28:4 (November 1984): 739-777 [D2L]

Mathew D. McCubbins and Thomas Schwartz, "Congressional Oversight Overlooked: Police Patrols versus Fire Alarms," *American Journal of Political Science* 28:1 (February 1984): 165-179 [D2L]

Joshua D. Clinton et. al., "Influencing the Bureaucracy: The Irony of Congressional Oversight," *American Journal of Political Science* (forthcoming) [D2L]

Response questions:

1. Who controls the bureaucracy? Provide a case that helps demonstrate your argument.
2. Given the need to respond to elected officials, how can bureaucrats perform their jobs effectively?

April 2nd: Bureaucratic Autonomy

Daniel P. Carpenter, "State Building through Reputation Building: Coalitions of Esteem and Program Innovation in the National Postal System, 1883-1913," *Studies in American Political Development* 14:2 (Fall 2000): 121-155 [D2L]

Daniel P. Carpenter and George A. Krause, "Reputation and Public Administration," *Public Administration Review* 72:1 (January/February 2012): 26-32 [D2L]

William D. Adler, "State Capacity and Bureaucratic Autonomy in the Early United States: The Case of the Army Corps of Topographical Engineers," *Studies in American Political Development* 26:2 (October 2012): 107-124 [D2L]

Response questions:

1. Which bureaucrats have the ability to become autonomous?
2. What does the possibility of autonomy mean for democratic control of the bureaucracy?

April 9th and 23rd: Student presentations

(April 16th: class canceled)

Final exam due: April 30th