This is a seminar for doctoral students in public administration. It is meant to provide intensive exposure to central themes in the literature. The purposes of the course:

- To review major milestones in the American public administration literature
- To make sure students have a grasp of enduring and cutting edge theoretical issues
- To provide a firm theoretical foundation from which students can prepare for comprehensive exams.

By the end of the course, students should have a clear picture of what is entailed in preparing for comprehensive exams in public administration. While the course does not guarantee to cover every possible topic that might appear on the exams, it does provide grounding in the major concerns out of which most, if not all, significant theoretical questions are likely to be posed. And it does offer opportunities to think through, and write out, issues whose substance and scope are models for comps questions.

Beyond this immediate pragmatic concern, the course is intended as a kind of “peak experience” in doctoral education. Since it deals in central issues, the course and its discussions will serve as an opportunity for students to experience intellectual exchange at a high professional and scholarly level, and to integrate the various aspects of the doctoral education experience in a way that (perhaps unfortunately) participants are not likely to have many subsequent opportunities to engage in. In other words, the experience will entail the kind of flexing of intellectual muscle that prospective scholars should have fun with!

As with any seminar, the success of the course depends on conscientious preparation for each class and on each student’s active participation in discussions. The importance of participation is perhaps greater here, however, than in any other course. The presumption upon which the approach to the course is based is that this central material cannot be integrated and “owned” by the student without joining in a discussion with colleagues. Therefore sitting silent will almost guarantee a less than full appreciation for the complexity of the issues and will retard development of your ability to use the material to make independent interpretations. Success in this course does not entail memorizing key points, authors’ names, and dates. It entails developing a sense of the terrain of the literature, its strengths, weaknesses, and gaps, and beginning to find your own niche within it.
Class Material

Required texts:
Frank Goodnow, *Politics and Administration*
Dwight Waldo, *The Administrative State*
Camilla Stivers, *Bureau Men, Settlement Women*
O. C. McSwite, *Legitimacy in Public Administration: A Discourse Analysis*
John Rohr, *To Run a Constitution*
Kenneth Meier and Larry O’Toole, *Bureaucracy in a Democratic State*
Steven Maynard-Moody and Michael Musheno, *Cops, Teachers, Counselors*
Eric Klinenberg, *Heat Wave*
David Farmer, *The Language of Public Administration*
Graham Burchell, Colin Gordon, and Peter Miller (eds.), *The Foucault Effect*

Supplementary text: Camilla Stivers (ed.), *Democracy, Bureaucracy & the Study of Administration.* Cited in the class schedule as “DB&SA.” There are 10 or more used copies available on Amazon for less than $10.

Assignments

In-Class Writing: Several times during the semester, we will spend the last half hour or so of class practicing writing out answers to comps-type questions. On these occasions, you will write out an answer to a single question. This is so you will have more chances to practice becoming skilled at thinking about and writing out answers to these kinds of essay questions.

Conceptual Map: Prepare a conceptual map of the field of public administration. The map should be a representation in visual form of your understanding of the various elements and issues that make up the field. There are no ‘right’ or ‘wrong’ maps, only ones that are more or less persuasive and enlightening. You may supplement your map with a brief written explanation if you want to, but generally speaking the map should stand pretty much on its own. Maps are to be presented in class on May 1.

Midterm: There will be a take-home midterm exam, modeled after the comps: One required question and a choice between two optional questions. Handed out March 6, due March 20.

Final paper/exam: The “final” will be in the form of a paper addressing the “State of the Field” in American public administration. It should lay out your sense of the big issues, which ones are old and which ones are new, and how the issues relate to one another. In other words, it should reflect a sense of the history of the literature, how it has evolved and changed (or not changed), whether there are topics and issues the field ignores that it should not be ignoring. If your primary affiliation is with another country, you may choose, if you wish, to make this paper a reflection on how the American literature applies to or does not apply to your country.
It is assumed that in order to do a good job on this paper you should (a) read literature other than the course assignments, in particular looking for books and essays that attempt reviews/overviews/critical histories of the literature or of one theme within it (e.g., the “big questions” essays in PAR); (b) not wait until the last week or two to get started building your literature base.

If you work on this during the course, doing the conceptual map should be a “cinch.”

The final paper is due on May 8.

Class Schedule

For each class night the schedule gives required readings and related readings. The latter are included as suggestions of additional literature that is relevant to the topic of the evening. If you have time to look at one or more of the related readings before the class in question, your participation and the entire discussion will be enriched. But it is assumed that often you will not have extra time, so it will be the instructor’s job to bring the additional literature into the discussion.

Articles that are easily available online give the journal citation. Book chapters and other less easily accessed literature will be available through Electronic Course Reserve.

Articles from Stivers, *Democracy, Bureaucracy, and the Study of Administration* are marked DB&SA.

January 16: Introductions, review of syllabus. Discussion of Federalist and Antifederalist writings (ECR and websites): Federalist #10,27,39,49-51,70-78; Antifederalists: Federal Farmer V, VII, XVI, XVII; A Farmer IV, V; Impartial Examiner III, IV; Brutus XVI; Cato II, IV (available at www.factmonster.com/t/hist/antifederalist)


January 23: Goodnow, *Politics and Administration*

Related readings: Woodrow Wilson, “The study of administration (ECR);” Matthew Holden, Continuity and Disruption, Chapter 1(ECR); Jim Svara, “The myth of the dichotomy” (PAR 61, 176-183); David Levitan, “Political ends and administrative means” (DB&SA)

January 30: Waldo, *The Administrative State*


February 6: Stivers, *Bureau Men Settlement Women*


In-class writing exercise
February 13: Luther Gulick, “Notes on the theory of organization” (ECR); Herbert Simon, “Proverbs of administration” (ECR); Waldo-Simon debate (ECR); Holden, Continuity and Disruption, Chapter 2 (ECR); Lynn, PA as art, science, and profession (excerpt) (ECR).

Related readings: Robert Dahl, “The science of public administration: Three problems” (DB&SA); L. Urwick, “Public administration and business management,” (DB&SA); Robert Behn, “Public management: Should it strive to be art, science, or engineering?” (DB&SA); Simon, Administrative Behavior.

February 20: Rohr, To Run a Constitution

Related readings: Gary Wamsley et al, “Blacksburg manifesto” (ECR); David Rosenbloom, “Public administration theory and the separation of powers” (PAR 43:3, 1983); Brownlow Committee report (ECR); John Kane & Haig Patapan, “In search of prudence: The hidden problem of managerial reform” (PAR 66:5, 2006)

February 27: Meier & O'Toole, Bureaucracy in a Democratic State


March 6: McSwite, Legitimacy in Public Administration

Related reading: Carl J. Friedrich, “Public policy and the nature of administrative responsibility” (ECR); Herman Finer, “Administrative responsibility in democratic government” (ECR).

In-class writing exercise

Take-home midterm handed out

March 13: Spring break—no class


Related readings: Barry Bozeman, All Organizations are Public; Symposium on the hollow state (JPART 6, 1996); Jon Pierre, Debating Governance; Symposium on New Public Management (PAR 58:3, 1998); Janet Denhardt and Robert B. Denhardt, “New public service: Serving rather than steering” (PAR 60:6, 2000).

Take-home midterm due

March 27: ASPA meeting—no class

April 3: Maynard-Moody & Musheno, Cops, Teachers, Counselors

Related reading: Michael Lipsky, Street-Level Bureaucracy; Norma Riccucci, How Management Matters: Street-Level Bureaucrats and Welfare Reform

April 10: Klinenberg, Heat Wave

Related reading: Christopher Cooper & Robert Block, Disaster: Hurricane Katrina and the Failure of Homeland Security; Ronald J. Daniels, Donald F. Kettl, and Howard Kunreuther, On Risk and Disaster: Lessons from Hurricane Katrina.

In-class writing exercise
April 17: Farmer, *The Language of Public Administration*

April 24: Burchell, Gordon & Miller, *The Foucault Effect* (5, 10-13 optional)

**In-class writing exercise**

May 1: Stivers, *Governance in Dark Times*
**Presentation of conceptual maps**

May 8: Final paper/exams due

**Grading**

The grades for this course will be based on the following percentages:

- Class participation 20%
- In-class writing 20%
- Conceptual maps 20%
- Mid-term 20%
- Final 20%

In assessing your work, I will be looking for your ability to absorb and use conceptual and theoretical material at a high level of competency, given that this is the capstone seminar. I will also be looking for evidence of your grasp of the major theoretical outlines of the field and your ability to discuss, in class and in writing, the significance of major issues and topics.