Course Description
This course traces the intellectual currents in the study of public administration and its more contemporary companions of public policy and public management. There are three primary crosscutting perspectives. First, a historical perspective that concerns the chronology and currency of ideas and the historical events propelling the development of the study in its intellectual and pragmatic manifestations. A second perspective is cultural, which illuminates how concepts are reflections of a distinctive set of values, ideology, and customs as well as preferred modes of reasoning. In this vein, understanding the epistemology and ontology of the field is key. The third perspective is analytical with an emphasis on the authority, justification, value, and "workability" of ideas; i.e., how they shape our thinking, both normatively and empirically and both intellectually and pragmatically.

Objectives
The purpose of this course is to introduce doctoral students to the historic intellectual conversations about the nature and scope of American public administration, public management, and public policy. This course provides you with an opportunity to:

a. understand the major theoretical and practical issues in the study and some of the answers that have already been given;

b. develop a "cognitive map" of the major contributors and their intellectual relationships;
c. understand the main elements of the JGCPA doctoral curriculum and provide an integrative view through an historical approach;

d. develop the ability to think critically, synthetically, and to develop new theory;

e. learn the craft of writing academic papers by completing a literature review and critique in a student’s area of interest;

f. begin to develop important theoretical foundations for the student’s research portfolio.

g. begin preparation for the candidacy field question.

Required Readings
Students can access textbook information via the Barnes & Noble bookstore website: www.shopOhioState.com as well as from their BuckeyeLink Student Center. This information is disseminated by B&N to all area bookstores. You may buy from a store of your choice and/or shop for books (always use ISBN# for searches) on line.

4. Additional readings will be available on Carmen. (Carmen)

Optional readings are also provided and can provide additional explanation to the concepts discussed. Some of these optional readings may be useful in your preparation for the candidacy exam field question.

Course Requirements
1. Weekly written critiques 20% (weeks, 13 in total)
2. Classroom participation 20%
3. Literature review paper 20% (due November 2)
4. Classic book report 10% (due 2 days before presentation)
5. Classic book presentation 10% (one per week, starting week 7)
6. State of the study paper 20% (due December 5)

1. Weekly Written Critiques
Prepare to discuss the readings for the session by writing a summary and critique of the week’s assigned readings (20%). Each weekly summary and critique should consist of two parts.

The first part consists of a summary and critique of each required reading. Please limit this first part to five pages. The summary should be a brief factual description of the main
points of the readings. This does not involve any critique or judgment. Ideally, your description of what the authors are saying would be agreeable to both the supporters and opponents of this work. This will allow the reader to quickly identify the main contribution of the work. Please limit your use of direct quotes except where necessary. You can find some examples of critiques on the course website under “Organization”: Bozeman.rtf, Knoke.rtf, Lindblom.rtf, Powell.rtf, Taylor.rtf. Once you have summarized the work, you can then critique the work. Here are some questions that you may use to critique the work:

1. What is the essential thesis or argument? What is the implicit normative theory of governing? of management? of administration? What are the behavioral assumptions about people including elected and appointed officials, public servants, and citizens?
2. What is the underlying structure of the thesis or question? Is it logically derived? Is it empirical? Is it ideological?
4. What is the pragmatic meaning of the work, i.e., if we believed what the author is saying what difference would it make to our existing stock of ideas, our working hypotheses, and to practice? Or, is the meaning unclear or undetermined, so that is not possible to connect it, or draw any conclusions from the work?
5. What literature or theory is cited? How is the preexisting theory utilized?
6. Where do you locate it in the larger context of the field?
7. What new questions does this work generate?

The second part of the week’s critique consists of an assessment of the totality of the week’s readings. Where it is possible for you to do so, please attempt to use one of the selected candidacy examination questions as the basis of your summary of the readings. If there is more than one candidacy exam question provided for that week, just select one of the questions. Please limit this part to two/three pages.

While the candidacy exam questions are designed to test knowledge of the literature upon the completion of doctoral coursework, many of the core ideas and critiques begin with the readings and discussions in this course. The goal in using these candidacy examination questions is to provide you with an opportunity to get you started on preparing for the candidacy exam from the beginning of your PhD career and to provide you with early practice on how to answer candidacy exam questions.

Summaries and critiques should be made available to the class by Monday, 9 p.m. so that we have enough time to read, think about, and formulate our questions during Tuesday before class on Wednesday morning. Each student will deposit their critiques in the appropriate Carmen drop box, which will be available to all students in the course.

Assignment of Lead Discussant for the Required Readings
While everyone is required to summarize and critique all of the week’s readings, each week, every one will have the responsibility to lead the discussion on one of the assigned readings. These assignments will be based upon several criteria including, but not limited to, the interest of the student, how the class discussion develops along any number of important theoretical themes, or my judgment that someone could benefit from reading a work "that takes them out of their comfort zone". See Class Participation below for more information.
Please be aware that these summaries will be useful to you in your future research work, as the basic knowledge that a PhD should be able to communicate with her/his academic colleagues. More immediately, these summaries will be useful study aids as you prepare for the final examination in this class and your preparation for the PhD qualifying examination. I would suggest accumulating those summaries and critiques that you found most useful during the semester.

2. **Class Participation**
Your class participation grade (20%) depends upon how well you summarize, critique and present the article AND listen and react to the presentation made by your peers of their assigned articles. Class discussion will bring out the subtleties, connections to other works, and the relevance and power of these ideas for modern theory and practice. Your assignment includes reading others' critiques before the class, listening to their presentation, and providing your own critique of the literature. Most of the readings tend to be quite short but, nonetheless, compact and intense. Although one person will be responsible for leading the class discussion, I will ask others to comment about the reading.

Please do not read your critiques! You should understand the reading and your critique of the work sufficiently that you need only refer to your notes, not read from them.

3. **Literature Review Paper**
You are to write a literature review suitable for publication that traces the intellectual development of an important issue or field of specialization within public administration (20%). The purpose of this assignment is for you to begin gaining mastery over your particular subject area in public policy or management. This is a first and important step in beginning your dissertation work, and ultimately, your professional development as an academic.

The primary requirement is that this topic be of interest to you. This usually means that it has some relationship to your future dissertation topic. For example, one could trace the development of research issue in public policy and/or management and computers, public budgeting or management science.

The second requirement is that you are to prepare a publishable literature review for your target journals. It will not actually be publishable because of the limited number of articles you will be reviewing but the overall format and quality should be that of a draft manuscript that would be submitted for publication. The hope is that this assignment can be the basis for a future publishable article and for the literature review to be a first step in beginning your dissertation.

Many students are not sure on how to write this manuscript. Here is one set of suggested steps:

1. Identify potential areas of personal interest and the core theoretical issues in those areas of interest, while simultaneously...
2. … scanning public administration, public management, and policy journals to get a feel for the kind of issues discussed, the methodologies employed, and the literatures cited (See a list of important journals below).
3. From steps one and two, identify an article that you find interesting and/or relevant to your dissertation.
4. Read that article and critique it just as we are doing in our class. Then find a second article either using the references in that first article (to look back), or online citation
databases (to look forward and see what articles have referenced the article you just critiqued) or by looking across the journal from which you retrieved your first article (or one of the other journals found in Steps 1 and 2).

6. Repeat Steps 1-5 until you have about seven to ten articles. You are one your way!

I strongly encourage you to talk to me or to your classmates frequently about your ideas or doubts.

Here are the due dates:

1. September 14 (or earlier) (Week 4) - One paragraph description of your topic including an explanation of the issue, why it is important to study, how it fits in within your longer career goals; and the target journal (and secondary and tertiary journals should your article be rejected at the primary target journal). Include approximately five citations that will be included in your literature review.

2. October 19 (Week 9) - Rough draft of approximately five of the seven-to-ten articles you will eventually summarize and critique. Please use the same approach as we use in the preparation of summaries and critiques during our weekly sessions.

3. November 9 (Week 12) – Literature review paper in the appropriate dropbox.

4. December 5 (Week 16) – State of the study paper

Important Journals in Public Administration

- Academy of Management Journal
- Academy of Management Review
- Administration and Society
- Administrative Science Quarterly
- American Review of Public Administration
- Applied Economics
- Evaluation Review
- International Journal of Public Administration
- Journal of Policy Analysis and Management
- Journal of Public Administration Research and Theory
- Journal of Public Policy
- Journal of Law and Economics
- Journal of Law, Economics, and Organization
- Management Science
- Policy Analysis
- Policy Sciences
- Policy Studies Journal
- Policy Studies Review
- Public Administration Quarterly
- Public Administration Review
- Public Performance and Management Review
- Public Policy
- Public Productivity and Management Review
- State and Local Government Review
4-5. **Classic book report and presentation**
Select a classic book in the study of public administration and write a five-page report on it. In the prescribed and optional literature for this class you will find plenty “classics”, but you are free to suggest another one. You are to discuss this book in about 15 minutes followed by 15 minutes of class discussion.

6. **State of the study paper**
The field question in the comprehensive exam invites the candidate to reflect upon the state of the study. This assignment encourages you to think independently and creatively about the state of the study, the direction in which you think the study should develop, and what you hope to contribute to that in the course of your career. Obviously, you are at the beginning of an academic career and it is not expected that you have the same overview of the study as a faculty with 30 years+ experience. Yet, it does not hurt to start thinking about the nature of the study early. This paper should be 20 pages and is due on December 5, and all students are expected to have read these before class on December 7.

**Schedule**

1. August 24 - **Introduction and the Big Questions of Public Administration**
   A. Purpose and Goals
   B. Syllabus
   C. Logistics and Process
      i. Critiquing the Readings
      ii. Summaries
      iii. Class Sessions
      iv. Assignment of Next Week’s Readings to Presenters
   D. Introductions - Statement of Research Interests
   E. Discussion of the readings

   You are not responsible for summaries and critiques the first week of class.

Required reading
- F, Chapter 1, “Introduction: The Possibilities of Theory”

Optional
Selected Candidacy Examination Question

(Management Field # 2)

How would you characterize the state of research in public administration as it has progressed thus far? In what areas has research made the most progress, and in what areas is progress still at the fledgling stage? What are the major questions that should occupy public management researchers over the next 20 years? Why?

(Management Field # 4)

Some scholars argue that Public Administration as a field has not matured because it has not achieved a central research focus that unifies inquiry. Others argue that it has progressed precisely because it has achieved a diversity that allows it to be comprehensive in terms of covering the various components that exist in Public Administration. Engage this debate and provide conclusions as to where you think Public Administration is now in terms of its development. In order to do this you will need to discuss how American Public Administration has developed as a field of study over time. In the course of your answer, you will also need to discuss the theoretical approaches that have had an impact on the field and analyze their contributions (and their detriments) to the development of the field in terms of its maturity. You will also need to discuss major methodological and research approaches and analyze their benefits and detriments in terms of reaching a conclusion about the extent to which the field has or has not taken advantage of the right methodological approaches that allow it to reach maturity. If you find that Public Administration still has some distance to travel in order to reach maturity as a research field, discuss where the field must improve to do this. If you find that it is fully mature as a research field, discuss why you think so.

2. August 31 - Intellectual Foundations

Required reading
- F, Chapter 2, "Theories of Political Control of Bureaucracy"
- F&R, Chapters 1 and 2
- Goodnow, "Politics and Administration" (S&H, No. 2)
- Taylor, "Scientific Management" (S&H, No. 4)
- Weber, “Bureaucracy” (S&H, No. 6)
- Wilson, "The Study of Administration" (S&H, No. 1)

Optional

Selected Candidacy Examination Question

(Policy #2)

Policy analysis brings expertise in service to democracy. Yet, the earliest writings in public administration demonstrate that there are fundamental tensions between expertise and democracy. Trace the broad contours of this discussion and identify the major tensions. Have we adequately reconciled how expertise can truly be of service in a democracy? How is this manifest in practices and institutions?

3. September 7 - *Theories of Democracy*

Required reading:

Selected Candidacy Examination Question

(Policy #5)

The norms and processes in science and democracy are, in some ways, similar and compatible. At the same time, some can see too much science as a threat to democracy and too much democracy in science as problematical as well. Since policy analysis adapts the social sciences to public policy problems, and integrates social knowledge from many disciplines, the positive and negative tensions between democracy and
science are also present within the policy analysis. Identify these tensions as they relate to policy analysis and assess their implications for conducting useful policy analysis.

(This is a harder question for you to answer but we have to begin somewhere. You will have many opportunities in future classes to discuss what is “science” and “the science of Public Administration.” For now, just posit the main elements of how science works as understood in your high school; i.e., use of evidence, testing hypotheses in order to determine “true” propositions, community review of research and findings, etc. to begin the essay. In later classes, we will posit the “logical positivist” explanation of the scientific method as “science.” This chapter will provide some different theories of democracy with different views of the relative roles of the citizen, elected leaders and bureaucrats including their use of (social) science in governance. This should provide you enough material to write a first draft answer to this question. See how far you get.)

4. September 14 - The “Golden Years” (?) of Public Administration

Due: One paragraph description of literature review manuscript

Required reading:
- F&R, Chapters 3, 4, 5, 6
- Follett, Mary Parker (1926). "The Giving of Orders" (S&H, No. 8)
- Gulick, Luther (1937). "Notes on the Theory of Organization" (S&H, No. 9)
- Roethlisberger, Fritz J. (1941). “Foreword (by Mayo)” and “Road to Sanity” (Carmen)
- White, Leonard (1926). "Introduction to the Study of Public Administration" (S&H, No.7)

Optional
- Barnard, Chester (1938). “Informal Organizations and Their Relation to Formal Organizations” (S&H, No. 11)

Selected Candidacy Examination Question

(Management #17) (This week and next week)

The classical theories of organizations (i.e. Weber’s bureaucratic theory; Taylor’s scientific management) argued that there is “one best way” to structure organizations.
Explain how organizational scholarship has evolved since these early approaches. What do we know at the beginning of the 21st century about how to best structure organizations?

(For this question, just identify the main assumptions and propositions of the early theory of organization design and management “one best way”. Next week, we will critique this theory.)

5. September 21 - The Orthodoxy in Retreat

Required
- F, Chapter 3 "Theories of Bureaucratic Politics"
- Appleby, Paul (1945). "Government is Different" (S&H, No. 15)
- Waldo, Dwight (1948). The Administrative State: Conclusion (S&H, No. 17)

Optional

Selected Candidacy Examination Question
(Management #17) (This week and previous week)

The classical theories of organizations (i.e. Weber’s bureaucratic theory; Taylor’s scientific management) argued that there is “one best way” to structure organizations. Explain how organizational scholarship has evolved since these early approaches. What do we know at the beginning of the 21st century about how to best structure organizations?

(Last week we identified the main assumptions and propositions of the early theory of organization design and management. This week we critique this theory.)

6. September 28 - Theory about Theory: Logical Positivism and Postmodern Theory

Logical Positivism

Post-Modern Theory
- F, Chapter 6, "Postmodern Theory"

Optional

Selected Candidacy Examination Question

(Policy # 11)

Compare and contrast the social constructionist and logical positivist contributions to Policy Analysis (Public Administration). Can we synthesize these approaches? Do they make differential contributions to different subfields or different components to the policy process?

(Policy # 16)

The behavioral revolution in the social sciences swept aside previous political science and sociological concerns about, among other things, social elites and power. While the behaviorists certainly had legitimate concerns about the kind of research was done, one consequence, is that concerns like "power" are less explicitly dealt with, and are really absorbed into concepts like information asymmetry or frameworks like "advocacy coalitions" or systems theory of politics. Should policy analysts and academics deal with "power"? What is the appropriate way to understand power from a policy analysis perspective?

(Management #16)

The study of organizations is dominated by positivist scholarship. More recently, feminism, post modernism and critical theory have challenged the notion that organizations can be studied in the “normal science” tradition. Take a positivist theory (i.e. contingency theory, transaction costs theory) and explain the methodological process a researcher would undertake under this theory to analyze an organizational question. Then, explain how one of the challengers to “normal science” would critique the research. Can the two viewpoints be resolved?
The classical theories of organizations (i.e. Weber’s bureaucratic theory; Taylor’s scientific management) argued that there is “one best way” to structure organizations. Explain how organizational scholarship has evolved since these early approaches. What do we know at the beginning of the 21st century about how to best structure organizations?

7. October 5 – Theory about Theory: Critical Theory, Argumentation, Interpretivist

Critical Theory

Required reading:

Optional

Argumentation

Required reading:

Optional:
Interpretivist Approaches

**Required reading:**

**Optional:**

Selected Candidacy Examination Question: See Questions from Class 6.

8. October 12 - *Theory about Theory: Pragmatism, Narrative Theory, and Action Theory*

**Pragmatism**

**Required reading:**
Optional:

Narrative Theory

Required reading:

Optional:
  Chapter 3. Stories, Nonstories, and Their Metanarrative
Conclusion


Action Theory

Required reading:
- Harmon, Michael M. “Decision” and “Action” as Contrasting Perspectives in Organization Theory. Public Administration Review, March/April 1989, 144-150. (Carmen)

Optional:

Selected Candidacy Examination Question: See Questions from Class 6.

9. October 19 - Broadening and Deepening of Public Administration: (Research Issues)

Due: Rough draft of literature review with at least five articles summarized and critiqued and the beginning of an overall summary.

Required reading:
- F, Chapter 4, "Public Institutional Theory"
- Raadschelders, Jos (2013) Chapter 2: Science or Wissenschaft, (pp. 40-42) and Chapter 6: Four Intellectual Traditions in the Study of Public Administration, in
- (Skim the readings assigned for August 24.)

Optional:
- Adams and Balfour, "In the Face of Administrative Evil" (S&H, No. 56)

Selected Candidacy Examination Question

(Management # 2)

How would you characterize the state of research in public administration as it has progressed thus far? In what areas has research made the most progress, and in what areas is progress still at the fledgling stage? What are the major questions that should occupy public management researchers over the next 20 years? Why?

(This question asks you to summarize the state of research and would be much easier to answer once you have gone through all of the coursework. But the readings in this}
session point out some of the generic research issues in PA (both in policy and management and are a good start in answering this question.)

10. October 26 - Broadening and Deepening of Public Administration: (Policy Analysis)

Required reading:
- F, Chapter 8, "Rational Choice Theory"
- Kingdon, John W. “How Does an Idea’s Time Come?” (S&H, No. 44)
- Pressman, “Implementation” (S&H, No. 34)

Optional:
- Dror, "Policy Analysts: A New Professional Role in Government Service" (S&H, No. 26)
- Lipsky, "Street Level Bureaucracy" (S&H, No. 40)

Selected Candidacy Examination Question

(Policy # 1)
The early proponents of policy analysis had great hopes for how it could improve policy. Identify the early hopes for this new profession and whether these promises have been fulfilled. The early proponents were also cognizant of potential obstacles to how well policy analysts could accomplish their work and the degree to which policy analysis could have an impact on policy. Have these concerns proved correct? Have there been contributions or obstacles that were not anticipated by the early proponents of policy analysis?

(This question asks you to both lay out the core principles, objectives and activities of policy analysis as they were articulated by the early proponents of policy analysis. You are also asked to see if they have been realized and this may be a little harder to know without going through the policy seminar although you might have some insights.)

(Management # 1)

Discuss the trends that public management has gone through with respect to its development as a field of study. Some argue that public administration and public management are simply subsets of other fields such as political science or business management. Discuss the extent to which this is true/untrue. In the course of your answer, discuss the theoretical approaches that have had impact on the field and analyze their contributions (and their detriments) to the field. As a result of your evaluation, discuss where the field is going next and what you expect to come out of this next stage in the field’s evolution.

(Policy # 2)

Consider the early contributors to the field of public policy, e.g., Lasswell, Lindblom, and Dror. Describe in detail the framework that each advocated for developing the field of public policy. Discuss the ways in which the field of public policy has advanced beyond these frameworks. In what ways are these frameworks still relevant to the field? Be sure to include as evidence for your characterizations recent policy scholarship.

11. November 2 - Broadening and Deepening of Public Administration: (Management)

Required reading:
- F, Chapter 5, "Theories of Public Management" and Chapter 7 “Decision Theory”
- Argyris, "Organizational Behavior" (Carmen)
- Bozeman, Barry (1987) All Organizations are Public. San Francisco: Jossey-Bass. (Chapter 1) (Carmen)

Optional:

Selected Candidacy Examination Question

(Policy #3)

Historically public affairs schools have separated the public policy field from the public management field. What do you think of this separation? Is there theoretical and/or practical overlap across the fields? How do policy studies inform management and vice versa? Be sure to include as evidence both historic and recent policy and management scholarship. Are the fields becoming one? Why is this a good or a bad idea?

12. November 9 - Broadening and Deepening of Public Administration: The Influence and Inclusion of the Disciplines (Law)

Due: literature review paper.

Required reading:
- Rosenbloom, "Public Administrative Theory and the Separation of Powers" (S&H, No. 43)

Optional:
- Rohr, John (1986). *To Run a Constitution*. Lawrence, Kansas, University of Kansas Press.

Selected Candidacy Examination Question

(Management #10)

Discuss the relationship between law and administration. Discuss the extent to which the public law has or has not influenced the development of the field of public administration and the extent to which knowledge of public administration has influenced the development of the field of public law. What are the causes of these conditions? What are the effects? Describe the factors that will affect the evolution of the relationships as they develop over time.

13. November 16 - *Comparative Public Administration*

Required reading:

Selected Candidacy Examination Question

(Policy #15)
One attempt to understanding the determinants of policy is the use of comparative studies among nations, states, or local governments. Why have some researchers pursued this approach? What, in the main, have been the contributions of this approach? What are the critiques of this approach?

14. November 23 – Thanksgiving

15. November 30 – *Theories of Governance*

**Required reading:**
- F, Chapter 9: “Governance” and Chapter 10 “Conclusion”

**Optional:**

**Selected Candidacy Examination Question**

(Management #4)

Some scholars argue that Public Administration as a field has not matured because it has not achieved a central research focus that unifies inquiry. Others argue that it has progressed precisely because it has achieved a diversity that allows it to be comprehensive in terms of covering the various components that exist in Public Administration. Engage this debate and provide conclusions as to where you think Public Administration is now in terms of its development. In order to do this you will need to discuss how American Public Administration has developed as a field of study over time. In the course of your answer, you will also need to discuss the theoretical approaches that have had an impact on the field and analyze their contributions (and their detriments) to the development of the field in terms of its maturity. You will also need to discuss major methodological and research approaches and analyze their benefits and detriments in terms of reaching a conclusion about the extent to which the field has or has not taken advantage of the right methodological approaches that allow it to reach maturity. If you find that Public Administration still has some distance to travel in order to reach maturity as a research field, discuss where the field must improve to do this. If you find that it is fully mature as a research field, discuss why you think so.
16. December 7 – *State of the Study*
Submit your state of the study paper on December 5, so that all have the chance to read it before class on the 7th. Class will be on the various elements in your papers. This should generate plenty of discussion.

Required reading:

**ACADEMIC MISCONDUCT**

In accordance with Faculty Rule 3335-5-487, all instances of alleged academic misconduct will be reported to the department chairperson and the Committee on Academic Misconduct ([http://oaa.osu.edu/coam.html](http://oaa.osu.edu/coam.html)).

Academic misconduct is grounds for failing the course and may be grounds for further sanctions. Academic misconduct includes, but is not limited to, giving or receiving information during an examination and submitting plagiarized work for academic requirements. For additional information, download the Code of Student Conduct (PDF file).

If you have any questions or concerns, please discuss them with me.

**Reasonable Accommodation Policy**

Students with disabilities that have been certified by the Office for Disability Services will be appropriately accommodated, and should inform the instructor as soon as possible of their needs. The Office for Disability Services is located in 150 Pomerene Hall, 1760 Neil Avenue; telephone 292-3307; TDD 292-0901; [http://www.ods.ohio-state.edu/](http://www.ods.ohio-state.edu/).