



THE OHIO STATE UNIVERSITY

JOHN GLENN COLLEGE OF PUBLIC AFFAIRS

Public Policy and Management: Foundations & Approaches

Public Affairs 8000 (28279)

Autumn, 2018

Professor: David Landsbergen	Time: Thursday, 9:30 – 12:15 pm
Office: 310F Page Hall	Location: 240 Page Hall
Phone: 614.292.9577	Office Hours: By Appointment

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; and
- 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.

1. Jay M. Shafritz and Albert C. Hyde (2012, Seventh Edition). *Classics of Public Administration*. ISBN-13: 978-1111342746. Cengage Learning. (This is an older edition, but hey, its much cheaper and how can you get a newer version of the classics? (S&H)
2. Brian R. Fry and Jos C.N. Raadschelders (2013, Third Edition). *Mastering Public Administration: From Max Weber to Dwight Waldo*. Washington, D.C.: CQ Press. ISBN-13: 978-1452240046. (F&R)
3. H. George Frederickson, Kevin B. Smith, Christopher W. Larimer, and Michael J. Licari (2015, Third Edition). *The Public Administration Theory Primer*. Boulder, CO: Westview Press. ISBN-13: 978-0813349664. (F)
4. Additional readings will be available on Carmen. (Carmen)

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

Grading Scale

Grade	Point Range	Grade	Point Range
A	100 points to 93 points	C+	< 80 points to 77 points
A-	< 93 points to 90 points	C	< 77 points to 73 points
B+	< 90 points to 87 points	C	< 73 points to 70 points
B	< 87 points to 83 points	D+	< 70 points to 67 points
B-	< 83 points to 80 points	D	< 67 points to 60 points
E	< 60 points to 0 points		

Course Requirements

Requirement	Contribution to Grade
Weekly written critiques	22 points (11 classes)
Classroom participation	20
Literature review paper	20
State of the Study paper	14
Final Exam	24
Total Possible Points	100 points

1. *Weekly Written Critiques*

Prepare to discuss the readings for the session by writing a summary and critique of the week's assigned readings (22 points). 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?
3. How persuasive is the development of the case? Is it defensible? Is there evidence? Is it believable?

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. Please use the selected candidacy examination questions as one basis of your summary of the readings. You are free to provide additional themes in your summary of that week's readings. Please limit this to three - six 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 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 Tuesday, 11:59 p.m. so that we have enough time to read, think about, and formulate our questions during Wednesday before class on Thursday morning. Each student will deposit their critiques in the appropriate course website location, which will be available to all students in the course.

2. Class Participation

Your class participation grade (20 points) 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.

While everyone is required to summarize and critique all of the week's readings, each week, everyone 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."

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.

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 points). 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). I would suggest becoming familiar with the "Web of Science" online database as one tool for looking forward and

looking back. You can find it on the main search page of the library under Research Databases List>Politics and Political Science>Web of Science. There are other research databases relevant to public affairs. Please ask me if you have a question.

5. Repeat Step 4 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 7 (Friday, 11:59 pm or earlier) (Week 3) - 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 (Friday, 11:59 pm or earlier) (Week 9) - Rough draft of approximately five of the seven-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. There is no page limitation; this is your paper.

The format of the draft and final paper should be:

A. Introduction

Context in practical terms. Context in theoretical terms. Why is this an important question?

B. Summary and Critique of Works

For each article: Separate paragraphs for summary and critique

C. What do we now know? What is the quality of the work (Conceptualization, Research Design, etc.) What are the main approaches to how the research was conducted? What do we need to do next?

Author	Date	Conclusions	Variables*	Methodology*	Critique
Author 1					
Author 2					

* if appropriate

3. November 16 (Friday, 11:59 pm or earlier) (Week 13) – Final Literature review 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. State of the Study paper

One 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 10 pages and is due on November 20, and all students are expected to have read these before class on November 29.

5. Final Exam

In order to practice for the comprehensive exam, the final exam will consist of one question drawn from Field, Management and Policy study questions. The final exam is tentatively scheduled for Friday, December 7 from 8:00 am – 9:45 am in Page 240. The University Final

Exam Schedule does not provide a time slot for classes where the first day of class is a Thursday, thus we may have conflicts with your other final exams.

Academic Integrity (Academic Misconduct)

(From: <http://oaa.osu.edu/coamfaqs.html#academicmisconductstatement>)

The Ohio State University and the Committee on Academic Misconduct (COAM) expect that all students have read and understand the University's [Code of Student Conduct](#) and that all students will complete all academic and scholarly assignments with fairness and honesty. Failure to follow the rules and guidelines established in the University's Code of Student Conduct may constitute "Academic Misconduct." Sanctions for the misconduct could include a failing grade in this course and suspension or dismissal from the University. In the Ohio State University's [Code of Student Conduct](#), Section 3335-23-04 defines academic misconduct as: "Any activity that tends to compromise the academic integrity of the University, or subvert the educational process." Examples of academic misconduct include (but are not limited to) plagiarism, collusion (unauthorized collaboration), copying the work of another student, and possession of unauthorized materials during an examination. Ignorance of the University's [Code of Student Conduct](#) is never considered an "excuse" for academic misconduct.

If you have any questions about the above policy or what constitutes academic misconduct in this course, please contact me.

Other sources of information on academic misconduct (integrity) to which you can refer include:

The Committee on Academic Misconduct web page: <http://oaa.osu.edu/coam.html>

Ten Suggestions for Preserving Academic Integrity:
<http://oaa.osu.edu/coamtensuggestions.html>

Eight Cardinal Rules of Academic Integrity: www.northwestern.edu/uacc/8cards.html

Glenn College Diversity Values Statement

The Glenn College is committed to nurturing a diverse and inclusive environment for our students, faculty, staff, and guests that celebrates the fundamental value and dignity of everyone by recognizing differences and supporting individuality. We are dedicated to creating a safe space and promoting civil discourse that acknowledges and embraces diverse perspectives on issues and challenges that affect our community.

Accommodation Policy

The University strives to make all learning experiences as accessible as possible. If you anticipate or experience academic barriers based on your disability (including mental health, chronic or temporary medical conditions), please let me know immediately so that we can privately discuss options. To establish reasonable accommodations, I may request that you register with Student Life Disability Services. After registration, make arrangements with me as soon as possible to discuss your accommodations so that they may be implemented in a timely fashion. **SLDS contact information:** slds@osu.edu; 614-292-3307; slds.osu.edu; 098 Baker Hall, 113 W. 12th Avenue.

Mental Health Statement

As a student, you may experience a range of issues that can cause barriers to learning, such as strained relationships, increased anxiety, alcohol/drug problems, feeling down, difficulty concentrating and/or lack of motivation. These mental health concerns or stressful events may lead to diminished academic performance or reduce a student's ability to participate in daily activities. The Ohio State University offers services to assist you with addressing these and other concerns you may be experiencing. If you or someone you know is suffering from any of the aforementioned conditions, you can learn more about the broad range of confidential mental health services available on campus via the **Office of Student Life Counseling and Consultation Services (CCS)** by visiting ccs.osu.edu or calling 614-292-5766. CCS is located on the 4th Floor of the Younkin Success Center and 10th Floor of Lincoln Tower. You can reach an on call counselor when CCS is closed at 614--292--5766 and 24 hour emergency help is also available through the 24/7 National Suicide Prevention Hotline at 1--800--273--TALK or at suicidepreventionlifeline.org. Also, the OSU Student Advocacy Center is a resource to help students navigate OSU and to resolve issues that they encounter at OSU – visit <http://advocacy.u.edu/>.

Summary Schedule

1.	August 23	Introduction and the Big Questions of Public Administration
2.	August 30	Intellectual Foundations
3.	September 6	Theories of Democracy (<i>Literature Review Proposal September 7, 11:59 pm</i>)
4.	September 13	The “Golden Years” of Public Administration
5.	September 20	The Orthodoxy in Retreat
6.	September 27	Theory about Theory: Logical Positivism and Postmodern Theory
7.	October 4	Theory about Theory: Critical Theory, Argumentation, and Interpretivism
8.	October 11	- Autumn Break – NO CLASS -
9.	October 18	Theory about Theory: Pragmatism, Narrative Theory, and Action Theory (<i>Rough Draft Literature Review, October 19, 11:59 pm</i>)
10.	October 25	Broadening and Deepening of Public Administration: (Research Issues)
11.	November 1	Broadening and Deepening of Public Administration: (Policy Analysis)
12.	November 8	Broadening and Deepening of Public Administration: (Management)
13.	November 15	Broadening and Deepening of Public Administration: (Returning to Roots: Law) (<i>Lit Review Paper Due November 16, 11:59 pm</i>)
14.	November 22	- Thanksgiving – NO CLASS – (<i>State of the Study Paper Due, November 20, 11:59 pm</i>)
15.	November 29	Theories of Governance / State of the Study
16.	December 7	Final Exam – (Subject to Other Exam Date Conflicts) 8:00-9:45, 240 Page Hall)

Schedule

1. August 23 - *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

Task: You are not responsible for summaries and critiques for the first week of class. You are, however, responsible for doing the readings and being prepared to discuss them in class.

Required Reading

- F, Chapter 1, "Introduction: The Possibilities of Theory"
- Behn, Robert (1995). *The Big Questions of Public Management*. *Public Administration Review*, 55(4): 313-324. (Carmen)
- Kirlin, John J. (1996). *The Big Questions of Public Administration in a Democracy*. *Public Administration Review*, 56(5): 4116-423. (Carmen)

Optional Reading

- Fredrickson, George (1989). *Minnowbrook II*, *Public Administration Review*, Mar/Apr 1989.
- *Journal of Public Administration*, (2011). Special issue on Research Issues in the Field: *Minnowbrook III*. http://jpart.oxfordjournals.org/content/21/suppl_1.toc .
- Marini, F. (ed.) (1971). *Toward a New Public Administration: The Minnowbrook Perspective*. Scranton, PA: Chandler.
- *Public Administration Review* Symposium on the Future of Public Administration in 2020; <http://onlinelibrary.wiley.com/doi/10.1111/j.1540-6210.2010.02241.x/full>;
- Waldo, Dwight (1978). *What is Public Administration?* In Jay Shafritz and Albert Hyde, *Classics of Public Administration*, Oak Park, Illinois: Moore Publishing Company, Inc. (Carmen)
- Wamsley, Gary et al. (1990). *Refounding Public Administration*. Newbury Park: Sage. (chapter 1 = "Blacksburg Manifesto").

Discussion Question

Field Question 2

What are the big questions in public affairs? Are these the right questions? What questions are missing from this inquiry? Please cite and discuss the literature.

2. August 30 - *Intellectual Foundations*

Task: Assignment of Semester Readings to Presenters

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)
- Publius, (Alexander Hamilton) Federalist Papers 68, 70, 72, 76 (2003). In Hamilton, Alexander, James Madison, and John Jay, *The Federalist Papers*, New York: Signet Classic. (Carmen).
- Taylor, "Scientific Management" (S&H, No. 4)
- Weber, "Bureaucracy" (S&H, No. 6)
- Wilson, "The Study of Administration" (S&H, No. 1)

Optional Reading

- Gerth, H.H. and C. Wright Mills (eds.) (1958). *From Max Weber: Essays in Sociology*. New York: Oxford University Press.
- Gulick, Luther and Lyndall Urwick (eds.) (1937). *Papers on the Science of Administration*. Institute of Public Administration.
- Taylor, Frederick W. (1967). *The Principles of Scientific Management*. New York: W.W. Norton.
- Lynn, Laurence E. (2007). Public Management: A Concise History of the Field. In Ewan Ferlie, Laurence E. Lynn and Christopher Pollitt (eds.), *The Oxford Handbook of Public Management*. Oxford: Oxford University Press, 27-50. (Carmen)

Discussion Question

Field Question 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 public administration 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 public administration. Identify these tensions as they relate public administration and assess their implications for conducting public administration research.

(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.")

3. September 6 - *Theories of Democracy*

Due: Literature Review Proposal on Friday, September 7, 11:59 p.m.

Required Reading

- Barber, Benjamin R. (1998). Foundationalism and Democracy. In Benjamin Barber (ed.), *A Passion for Democracy: American Essays*. Princeton, N.J.: Princeton University Press. (Carmen)
- Dewey, John (1954). *The Public and its Problems*. Chicago: Swallow Press. (Excerpts) (Carmen)
- Habermas, Jurgen (1996). Three Normative Models of Democracy. In S. Benhabib (ed.), *Democracy and Difference: Contesting Boundaries of the Political*. Princeton, N.J.: Princeton University Press. (Carmen)
- Schumpeter, Joseph A. (1942). *Capitalism, Socialism, and Democracy*. New York: Harper. (Excerpts) (Carmen)

Discussion Question

What is your theory of democracy? What is public administration’s theory of democracy? What are the implications of these theories for our research on public administration?

This section helps us: 1) become clear about our own theories of democracy; allowing us to 2) understand what role bureaucracy should play in democracy alongside legislators, the courts and the chief executive.

For this class discussion please fill out the following table and provide it along with your summary and critiques of the readings.

Theory	Schumpeter	Habermas			Dewey
		Liberal	Republican	Discourse	
Role of...					
Government					
Individuals in Government					
Legislature in Government					
Bureaucracy in Government					

4. September 13 - *The “Golden Years” of Public Administration*

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 Reading

- Barnard, Chester (1938). "Informal Organizations and Their Relation to Formal Organizations" (S&H, No. 11)
- Barnard, Chester (1968). *The Functions of the Executive*. Cambridge: Harvard University Press.
- Henry Metcalf and Lyndall Urwick (eds.) (1940). *Dynamic Administration, The Collected Papers of Mary Parker Follett*. New York: Harper Brothers.
- Mayo, Elton (1960). *The Human Problems of Industrial Civilization*. New York: Viking.
- Meier, Kenneth J. (2010). Governance, Structure, and Democracy: Luther Gulick and the Future of Public Administration. *Public Administration Review*, 70(S1): S284-S291.

Discussion Questions

The classical theories of organizations (i.e. Weber’s bureaucratic theory; Taylor’s scientific management) argued that there is “one best way” to structure and organizations.

Looking across the readings, what are the essential assumptions, norms, beliefs, or prescriptions of the field at this point in time. What elements “do not fit”? What is core and what is peripheral in your coherent explanation of the classic theories of the time?

5. September 20 - *The Orthodoxy in Retreat*

Required Reading

- F, Chapter 3 "Theories of Bureaucratic Politics"
- Appleby, Paul (1945). "Government is Different" (S&H, No. 15)
- Dahl, Robert (1947). "The Science of Public Administration" (Carmen)
- Simon, Herbert A. (1976). *Administrative Behavior*. New York: Free Press. (Chapters 1-4). (Carmen)
- Waldo, Dwight (1948). *The Administrative State: Conclusion* (S&H, No. 17)

Optional Reading

- Finer, Herman (1941). Administrative Responsibility in Democratic Government. *Public Administration Review*, 1(4): 335-350. (Carmen)
- Friedrich, Carl (1940). Public Policy and the Nature of Administrative Responsibility. In Carl Friedrich and Edward Mason (eds.), *Public Policy*. Cambridge, Mass: Harvard University Press. (Carmen)
- Lindblom, Charles (1965). *The Intelligence of Democracy: Decision-making Through Mutual Adjustment*. New York: Free Press.

Discussion Question

Field Question 1 (We will revisit this question throughout the semester and specifically address it again as a discussion question later in the semester. As we discuss the readings throughout the semester add new material to your "story" about public affairs. This will be invaluable preparation for your final exam in this class and your candidacy examination later in your doctoral studies.

1. Tell the story of public affairs (PA) with respect to its development as an area of study. When was it founded, how did it grow and change and what were some of the important periods in its growth? Some argue that PA is simply a subset of other areas of studies such as political science or business management each with their own set of core values, key concepts, and research methods. Discuss the extent to which this is true/untrue. In the course of your answer, discuss the theoretical approaches that have had impact on PA as an area of study and analyze their contributions (and their detriments) to PA. As a result of your evaluation, discuss where the study of PA is going next and what you expect to come out of this next stage in the study of PA's evolution.

6. September 27 - *Theory about Theory: Logical Positivism and Postmodern Theory*

Required Reading

Introduction and Overview of Philosophy and Engaged Scholarship

- Bechara, John and Andrew Van de Ven (2007). *The Philosophy of Science Underlying Engaged Scholarship* In Andrew H. Van de Ven (ed.) *Engaged Scholarship A Guide for Organizational and Social Research*. Oxford: Oxford University Press. (Carmen)

Logical Positivism

- Bredo, Eric and Walter Feinberg (1982). *The Positivist Approach to Social and Educational Research*. In Eric Bredo and Walter Feinberg (eds.), *Knowledge, Values in Social and Educational Research*. Philadelphia: Temple University Press. (Carmen)

Post-Modern Theory

- F, Chapter 6, "Postmodern Theory"
- Miller, Hugh and Charles Fox (2007) *Post-Modern Public Administration*. New York: M.E. Sharpe (Chapter 1). (Carmen)

Optional Reading

- Kuhn, Thomas (1962). *The Structure of Scientific Revolutions*. Chicago: University of Chicago Press.
- Lincoln, Yvonne (1995). "Postpositivism and the Naturalist Paradigm" in *Naturalistic Inquiry*. Newbury Park, CA: Sage Publications.
- Ostrom, Vincent (1973). *The Intellectual Crisis in Public Administration*. Birmingham, Alabama: University of Alabama Press.

Discussion Question

Field Question 4

4. As a Ph.D., you hope to eventually become a "Doctor of Philosophy." This title implies that you will have a philosophical understanding of what constitutes good theory, research and knowledge claims. This understanding goes beyond what is socially accepted as good research practice (e.g., large enough response rates to a survey) to theory-based justification of what is good theory, good research and valid and useful knowledge claims. What are some ways that researchers could use philosophy of science and social science to provide insights on *what is good theory and good research and valid and useful knowledge claims?*

7. October 4 – *Theory about Theory: Critical Theory, Argumentation, and Interpretivism*

Critical Theory

Required Reading

- Rein, Martin (1983). Value-Critical Policy Analysis. In Daniel Callahan and Bruce Jennings (eds.). *Ethics, the Social Sciences, and Policy Analysis*. NY: Plenum Press, pp. 83-111. (Carmen)
- Bredo, Eric and Walter Feinberg. (1982). The Critical Approach to Social and Educational Research. In *Conceptual Foundations of Educational Research*, pp. 271-291. (Carmen)

Optional Reading

- Forester, John. (1993). *Critical Theory, Public Policy, and Planning Practice*. Albany: State University of New York Press. (Carmen)
- Lather, Patti (1986). Research as Praxis. *Harvard Educational Review*, 56(3): 257-275.
- Nielsen, Kai (1983). Emancipatory Social Science and Social Critique. In Callahan, Daniel and Bruce Jennings (eds.). *Ethics, the Social Sciences, and Policy Analysis*. NY: Plenum Press, pp. 113-157.

Argumentation

Required Reading

- Dryzek, John S. (1993). Policy Analysis and Planning: From Science to Argument. In Fischer, Frank and John Forester (eds.). *The Argumentative Turn in Policy Analysis and Planning*. Durham: Duke University Press. (Carmen)
- Dunn, William N. (1993). Policy Reforms as Arguments. In Fischer, Frank and John Forester (eds.). *The Argumentative Turn in Policy Analysis and Planning*. Durham: Duke University Press. (Carmen)

Optional Reading

- Golden, J.L, G.F. Berquist and W.E. Coleman. (1992) The Rhetoric of Western Thought, Dubuque, Iowa: Kendall/Hunt Pub. Co. Chapter 13: Stephen Toulmin on the Nature of Argumentation.

Interpretivist Approaches

Required Reading

- Paris, David C. and James F. Reynolds. The logic of policy inquiry. New York: Longman, 1983 Chapter 6: *Interpretive Policy Inquiry*, pp. 166-201. (Carmen)
- Lin, Ann Chin (1998). Bridging Positivist and Interpretivist Approaches to Qualitative Methods. *Policy Studies Journal*, 26(1): 162-180. (Carmen)

Optional Reading

- Bredo, Eric and Feinberg, Walter. (1982). The Interpretive Approach to Social and Educational Research. In *Conceptual Foundations of Educational Research*, 115-128.
- Bevir, M. and R A W Rhodes. (2002). Interpretive Theory in D. Marsh and G. Stoker (eds.), *Theories and Methods in Political Science*. Second edition. London, Macmillan.
- Healy, Paul. (1986). Interpretive policy inquiry: A response to the limitations of the received view. *Policy Sciences* 19(4): 381-396. (Carmen)
- Jennings, Bruce (1983). Interpretive Social Science and Policy Analysis. In Daniel Callahan and Bruce Jennings (eds.), *Ethics, the Social Sciences, and Policy Analysis*. NY: Plenum.
- Putnam, Linda L. (1983). The Interpretive Perspective: An Alternative to Functionalism. In Putnam, Linda L. and Michael E. Pacanowsky (eds.). *Communication and Organizations: An Interpretive Approach*. Beverly Hills, CA: Sage.
- Torgerson, Douglas (1986). Interpretive Policy Inquiry: A Response to Its Limitations. *Policy Sciences*, 19(4): 397-405. (Carmen)
- Yanow, D. (1995). Built Space as Story: The Policy Stories that Buildings Tell, *Policy Studies Journal*, 23(3): 407-421.
- Yanow, D. (2000). *Conducting interpretive policy analysis*. Newbury Park, CA: Sage Publications, Qualitative research methods series.
- Yanow, D. (2003). Interpretive Empirical Political Science: What Makes This Not a Subfield of Qualitative Methods. *Qualitative Methods Section (APSA) Newsletter* 2nd Issue Fall 2003.

Discussion Question

Field Question 4

4. As a Ph.D., you hope to eventually become a “Doctor of Philosophy.” This title implies that you will have a philosophical understanding of what constitutes good theory, research and knowledge claims. This understanding goes beyond what is socially accepted as good research practice (e.g., large enough response rates to a survey) to theory-based justification of what is good theory, good research and valid and useful knowledge claims. What are some ways that researchers could use philosophy of science and social science to provide insights on *what is good theory and good research and valid and useful knowledge claims?*

8. October 11 – Autumn Break – No Class

9. October 18 - *Theory about Theory: Pragmatism, Narrative Theory, and Action Theory*

Due: Friday, October 19, 11:59 pm. Rough draft of literature review with an introduction, at least five articles summarized and critiqued and the beginning of an overall summary. Progress on this draft will contribute points to your overall grade for the literature review paper.

Pragmatism

Required Reading

- Miller, H.T. (2004). Why Old Pragmatism Needs an Upgrade. *Administration & Society*, 36: 243-249. (Carmen)
- Shields, Patricia (2003). The Community of Inquiry: Classical Pragmatism and Public Administration. *Administration & Society*, 35: 510-538. (Carmen)

Optional Reading

- Dewey, John (1920/1948). *Reconstruction in Philosophy*. Boston: Beacon Press (Dover edition).
- Dewey, John (1929). *Quest for Certainty*. New York, NY: Minton, Balch and Co.
- Hildebrand, D.L. (2005). Pragmatism, Neopragmatism, and Public Administration. *Administration & Society*, 37: 345-359.
- Shields, P.M. (2008). Rediscovering the Taproot: Is Classical Pragmatism the Route to Renew Public Administration? *Public Administration Review*, (Mar. - Apr., 2008): 205-221.
- Shields, P.M (1996). Pragmatism: Exploring Public Administration's Policy Imprint. *Administration & Society*, 28: 390-411.

Narrative Theory

Required Reading

- Hummel, Ralph (1989). Stories Managers Tell. *Public Administration Review* 51(1): 31-41. (Carmen)
- Ospina S.M and J. Dodge (2005). It's about time: Catching Method up to Meaning – The usefulness of Narrative Inquiry in Public Administration Research. *Public Administration Review* 65(2): 143-157. (Carmen)

Optional Reading

- Bruner, Jerome (1991). The Narrative Construction of Reality. *Critical Inquiry* 18:1-21.
- Forester, John (1993). Learning from Practice Stories: The Priority of Practical Judgment. In Fischer, Frank and John Forester (eds.). *The Argumentative Turn in Policy Analysis and Planning*. Durham: Duke University Press, pp. 186-209.
- Krieger, Martin H. (1986). Big Decisions and a Culture of Decision Making.

- Journal of Policy Analysis and Management*, 5(4): 779-797.
- Kaplan, Thomas J. (1986). The Narrative Structure of Policy Analysis. *Journal of Policy Analysis and Management*, 5(4): 761-778.
 - McCance, T.V., H.P. McKenna and JRP Boore (2001) Exploring caring using narrative methodology: an analysis of the approach. *Journal of Applied Nursing*, 33(3): 350-356.
 - Ospina S.M, J. Dodge and E.G. Foldy (2005). Integrating Rigor and Relevance in Public Administration Scholarship: The Contribution Narrative Inquiry. *Public Administration Review*, 65(3): 286-300.
 - Ospina S.M. and J. Dodge (2005). Narrative Inquiry and the Search for Connectedness: Practitioners and Academics Developing Public Administration Scholarship: The Contribution. *Public Administration Review*, 65(4): 409-423.
 - Roe, Emery (1994). *Narrative Policy Analysis*. Durham, NC: Duke University Press. Chapter 2. What are Policy Narratives? Chapter 3. Stories, Nonstories, and Their Metanarrative, Conclusion.
 - Wagenaar, H. and R. Hartendorp. (2000). "Oedipus in the Welfare Office: Practice, discourse and identity in public administration" in H. Wagenaar (ed.) *Government Institutions: Effects, Changes and Normative Foundations*. Dordrecht: Kluwer academic Publishers, pp. 147-177.

Action Theory

Required Reading

- Catron, Bayard L. and Michael M. Harmon. Action Theory in Practice: Toward Theory Without Conspiracy. *Public Administration Review*, September/October 1981, 535-541. (Carmen)
- Harmon, Michael M. "Decision" and "Action" as Contrasting Perspectives in Organization Theory. *Public Administration Review*, March/April 1989, 144-150. (Carmen)

Optional Reading

- Albert, Gert (2004). Pareto's Sociological Positivism, *Journal of Classical Sociology* 4(1): 59-86.
- Bunge, Mario (1998). The philosophical technologies, *Technology In Society*, 20: 377-383.
- Harmon, Michael A. (1981). *Action Theory for Public Administration*. Burke, VA: Chatelaine Press.
- Overview of Action Research
http://www.web.net/~robrien/papers/arfinal.html#_Toc26184651
- White, Jay D. (1980). Response to Michael Harmon. *Public Administration Review*, March/April 1989, 150-152.

Discussion Question

Field Question 4

4. As a Ph.D., you hope to eventually become a “Doctor of Philosophy.” This title implies that you will have a philosophical understanding of what constitutes good theory, research and knowledge claims. This understanding goes beyond what is socially accepted as good research practice (e.g., large enough response rates to a survey) to theory-based justification of what is good theory, good research and valid and useful knowledge claims. What are some ways that researchers could use philosophy of science and social science to provide insights on *what is good theory and good research and valid and useful knowledge claims?*

10. October 25 - *Broadening and Deepening of Public Administration: (Research Issues)*

Required Reading

- F, Chapter 4, "Public Institutional Theory"
- Lynn, Laurence E., Sr. (1994). Public Management Research: The Triumph of Art Over Science. *Journal of Policy Analysis and Management*, 13(Spring): 231-259. (Carmen)
- Perry, James and Kenneth Kraemer (1990). Research Methodology in Public Administration: Issues and Patterns. In Naomi Lynn and Aaron Wildavsky (eds.), *Public Administration: The State of the Discipline*. Chatham, N.J.: Chatham House Publishers. (Carmen)
- Raadschelders, Jos (2013). Chapter 2: Science or Wissenschaft, (pp. 40-42) and Chapter 6: Four Intellectual Traditions in the Study of Public Administration, in *Public Administration: The Interdisciplinary Study of Government*. Oxford: Oxford University Press. (Carmen)
- (Review the readings assigned for August 23.)

Optional Reading

- Adams and Balfour, "In the Face of Administrative Evil" (S&H, No. 56)
- Bozeman, Barry and David Landsbergen (1989). Truth and Credibility. *Evaluation Review*, 13(4): 355-379. (Carmen)
- Dodge, Jennifer, Sonia M. Ospina, and Erica Gabrielle Foldy (2005). Integrating Rigor and Relevance in Public Administration Scholarship: The Contribution of Narrative Inquiry. *Public Administration Review*, 65(3): 286-300.
- Durant, Robert F. (2010). Parsimony, “Error” Terms, and the Future of a Field. *Public Administration Review*, 70(b 1): S319-S320.
- Haverland, Markus and Dvora Yanow (2012). A Hitchhikers Guide to the Public Administration Research Universe. *Public Administration Review*, 72(3): 401-408.
- Meier, Kenneth J. (2005). Public Administration and the Myth of Positivism: The Anti-Christ’s View. *Administrative Theory and Praxis*, 27(4): 650-668. (Carmen)
- Morgan, Douglas, Kent Kirwan, John Rohr, David Rosenbloom and David Schaefer (2010). Recovering, Restoring, and Renewing the Foundations of

- American Public Administration: The Contributions of Herbert J. Storing. *Public Administration Review*, 70(4): 621-633.
- Raadschelders, Jos C.N. (1999). A Coherent Framework for the Study of Public Administration. *Journal of Public Administration Research and Theory*, 9(2): 281-303.
 - Riccucci, Norma M. (2010). Envisioning Public Administration as a Scholarly Field in 2020: Rethinking Epistemic Traditions. *Public Administration Review*, 70 (Supplement 1): S304-306.
 - Schroeder, Larry et al. (2004). Routes to Scholarly Success in Public Administration: Is There a Right Path? *Public Administration Review*, 64(1): 92-105.
 - Spicer, Michael (2005). Determinism, Social Science and Public Administration. *American Review of Public Administration*, 35(3): 256-269. (Carmen)
 - Ventriss, Curt (2001). The Relevance of Public Ethics to Administration and Policy. In Terry Cooper (ed.) *Handbook of Administrative Ethics*. New York: Marcel Dekker.

Discussion Question

Field Question 3

3. Some scholars argue that the study of public affairs is not a field because it does not have a central research focus that unifies inquiry. Can one argue that it is a field? How do we know that it is a field? Engage this debate and provide conclusions as to where you think the study of public affairs is now in terms of its development, compared to other fields and areas of study. In order to do this, you will need to discuss how American public administration has developed as a study over time, and the impact that various academic disciplines have had on the study of public affairs including their contributions and detriments.

11. November 1 - *Broadening and Deepening of Public Administration: (Policy Analysis)*

Required Reading

- F, Chapter 8, "Rational Choice Theory"
- DeLeon, Peter (2008). The Historical Roots of the Field. In Michael Moran, Martin Rein, Robert E. Goodin (eds.), *The Oxford Handbook of Public Policy*. Oxford: Oxford University Press, 39-57. (Carmen)
- Kingdon, John W. "How Does an Idea's Time Come?" (S&H, No. 44)
- Lasswell, Harold (1951). The Policy Orientation. In Daniel Lerner and Harold Lasswell (eds.), *The Policy Sciences*. Stanford, California: Stanford University Press. (Carmen)
- Pressman, "Implementation" (S&H, No. 34)
- Weimer, David and Aidan Vining. (1999). "What is Policy Analysis?" in *Policy Analysis: Concepts and Practices*, 3d edition. 27-42. (Carmen)

Optional Reading

- Dror, "Policy Analysts: A New Professional Role in Government Service" (S&H, No. 26)
- Hodgson, Geoffrey (1998). Institutional Economic Theory: The Old Versus the New. In David L. Prychitko (ed.) *Why Economists Disagree: An Introduction to the Alternative Schools of Thought*. Albany: State University of New York Press.
- Klein, Rudolf and Theodore Marmor (2008). Reflections on Policy Analysis: Putting it Together Again. In Michael Moran, Martin Rein, Robert E. Goodin (eds.), *The Oxford Handbook of Public Policy*. Oxford: Oxford University Press, pp. 890-910. (Carmen)
- Lipsky, "Street Level Bureaucracy" (S&H, No. 40)
- Meier, Kenneth J. (2009). Policy Theory, Policy Theory Everywhere: Ravings of a Deranged Policy Scholar. *The Policy Studies Journal*, 37(1): 5-11.
- Smith, Kevin B. (2008). Economic Techniques. In Michael Moran, Martin Rein, Robert E. Goodin (eds.), *The Oxford Handbook of Public Policy*. Oxford: Oxford University Press.
- Rivlin, Alice. (1971). "Systematic Thinking for Social Action." In *Classics of Public Administration*, (S&H, No. 32).
- Weimer, David. (2008). Theories of and in the Policy Process. *The Policy Studies Journal*, 36(4): 489-495. (Carmen)
- Weiss, Carol (1972) Evaluation Research: Methods of Assessing Program Effectiveness. Prentice-Hall: Englewood Cliffs, N.J. (pp. 11-22.) (Carmen)
- Wolf, Jonathon and Dick Haubrich (2008). Economism and its Limits. In Michael Moran, Martin Rein and Robert E. Goodin (eds.), *The Oxford Handbook of Public Policy*. Oxford: Oxford University Press. (Carmen)

Discussion 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.)

12. November 8 - *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)
- Lynn, Laurence E. (2007). Public Management: A Concise History of the Field. In Ewan Ferlie, Laurence E. Lynn and Christopher Pollitt (eds.), *The Oxford Handbook of Public Management*. Oxford: Oxford University Press, 27-50. (Carmen)

Optional Reading

- Tversky, Amos and Daniel Kahneman (1982). Judgment Under Uncertainty: Heuristics and Biases. In Daniel Kahneman, P. Slovic, and Amos Tversky. (eds.), *Judgment Under Uncertainty: Heuristics and Biases*. New York, Cambridge University Press. (Carmen)

Discussion Question

Field Question 6

6. 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?

13. November 15 - *Broadening and Deepening of Public Administration: Returning to Roots - Law*

Due: Literature review paper by Friday, November 16, 11:59 pm

Required Reading

- Cooper, Phillip (1990). Public Law and Public Administration. In Naomi Lynn and Aaron Wildavsky (eds.), *Public Administration: The State of the Discipline*. Chatham, N.J.: Chatham House Publishers. (Carmen)
- Landsbergen, David and Jan Orosz (1996). Why Public Managers Should Not Be Afraid to Enter the Gray Zone. *Administration & Society* 28(2): 238-265. (Carmen)
- Lynn, Laurence (2009). Restoring the Rule of Law to Public Administration: What Frank Goodnow Got Right and Leonard White Didn't. *Public Administration Review*, 69(5): 803-812. (Carmen)
- Rosenbloom, "Public Administrative Theory and the Separation of Powers" (S&H, No. 43)

Optional Reading

- Christensen, Robert and Charles R. Wise (2009). Dead or Alive? The Federalism Revolution and Its Meaning for Public Administration. *Public Administration Review*, 69(5): 920-931.
- Cooper, Philip J. (2005). George W. Bush, Edgar Allan Poe, and the Use and Abuse of Presidential Signing Statements. *Presidential Studies Quarterly*, 35(3): 515-532. (Carmen)
- Moe, Ronald and Robert Gilmore (1995). Rediscovering Principles of Public Administration: The Neglected Foundation of Public Law. *Public Administration Review*, 55(2): 135-146.
- Moynihan, Donald (2009). 'Our Usable Past': A Historical Contextual Approach to Administrative Values. *Public Administration Review*, 69(5): 813-822.
- Newbold, Stephanie (2010). Toward a Constitutional School for American Public Administration. *Public Administration Review*, 70(4): 538-546.
- O'Leary, Rosemary and Charles R. Wise (1991). Public Managers, Judges, and Legislators: Redefining the New Partnership. *Public Administration Review*, 51(1): 1-12.
- Rohr, John (1986). *To Run a Constitution*. Lawrence, Kansas, University of Kansas Press. (Carmen)
- Sollenberger, Mitchell A. and Mark Rozell (2011). Prerogative Power and Executive Branch Czars: President Obama's Signing Statements. *Presidential Studies Quarterly*, 41(4): 819-833.

Discussion Question

(Field Question 8)

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.

14. November 22 – Thanksgiving – NO CLASS

Submit your "State of the Study" paper on November 20 (11:59 pm), so that everyone has a chance to read it before class on November 29. Feel free to include the readings for November 29 in your paper.

15. November 29 – *Governance and the State of the Study*

No other summary or critiques of the readings are due this week. Class discussion will be based on the common themes suggested by your “State of the Study” papers. This should generate plenty of discussion.

Required Reading

- F, Chapter 9: “Governance” and Chapter 10 “Conclusion”
- Landsbergen (2018), *The Governance of Data is Central to the Governance of Institutions* (Carmen)
- Gill, Jeff, Kenneth J. Meier (2000). Public Administration Research and Practice: A Methodological Manifesto. *Journal of Public Administration Research and Theory*, 10(1): 157-199. (Carmen)
- Durant, R. F., & Rosenbloom, D. H. (2016). The Hollowing of American Public Administration. *The American Review of Public Administration*, 0(0), 0275074015627218. doi:10.1177/0275074015627218 First Published online February 16, 2016 and available at <http://journals.sagepub.com/doi/abs/10.1177/0275074015627218> (Carmen)

Field Question 10

10. How would you characterize the state of research in public affairs 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 is needed to improve the state of public affairs research over the next 20 years? Why? How can we improve the rigor and usefulness of public affairs research? Please draw upon the literature to support your conclusions.

17. December 7 – Final Exam (8:00 – 9:45 a.m., 240 Page Hall)

I will select three of our discussion questions, possibly modifying them, to reflect how our discussion developed over the semester. You will need to answer one question.