PAI 801: Intellectual History of Public Administration

Fall 2017
Tuesdays, 12:30-3:15
Maxwell Hall 309B

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Office hours: Tuesday 3:30-5:00, and by appointment

Course Overview

This doctoral seminar explores the history of public administration, which is considered both a concrete body of practical activity in the world (public administration) and a self-conscious field of academic inquiry (Public Administration). The former (public administration) has roots that extend back into antiquity insofar as humans have grappled with the challenge of organizing collective behavior in society. The latter (Public Administration) is more recently recognized as a distinct academic discipline, having emerged from other disciplines (such as law, political science, sociology, business studies, and industrial management) in the mid-to-late 19th century and reaching its fullest and most clearly articulated academic status in the 20th century in the United States. Our seminar will consider these phenomena in both the pa and PA senses of the term, but with much more emphasis on the latter. While we will be primarily concerned with the U.S. experience, significant parts of the seminar will be devoted to looking at public administration within the fuller historical and philosophical framework, as well as in a broader international and global context.

Over the course of the semester, we will read, discuss, review, analyze, and synthesize a considerable body of journal articles and parts (or all) of several books, and each week selected students will report on them and lead the class discussion. In addition, all students will write a (publishable) analytic and systematic literature review on a specific issue.

By the end of the semester you should have: (1) developed a mastery (both breadth and depth) of the intellectual work in the academic field of public administration; (2) cultivated skills in synthesizing and conveying rich bodies of literature in both oral and written form; and (3) be well prepared for your comprehensive and field exams.
Assignments

1. **Participation and Attendance.** This is a discussion-oriented course, based on the philosophy that you will learn and retain more if you grapple with actual material to uncover lessons yourself, rather than if I feed you information and you listen passively. To get the most out of this course, you must attend all class sessions and consistently be a central contributor to the discussions, demonstrating in your comments a careful consideration of the readings. Participation means active involvement in discussions and careful listening to, consideration of, and respect for the opinions of all class members.

2. **Student-Led Discussions and Critical Reflections.** Each week, two or more students (depending on the volume of reading) will take responsibility for the session. Together, the students will collaborate to develop and execute plan for the session, including reviewing the readings and leading class discussions. Moreover, each student on the team will write a short (about 5 pages) document that reviews and summarizes each of the readings and that provides some critical reflections on the importance or significance of the overall topic or theme. This document should be submitted to the class by noon on the Monday before the session. We will work through the scheduling of these assignments at the start of the semester.

3. **(Publishable) Systematic Literature Review.** At the end of the semester, each student will submit a 20 to 25-page original literature review (with complete bibliography) that summarizes the existing literature on a particular topic or issue, explaining what we know, how we know it, and what remains to be learned. The review should be publishable and should be presented to me as if you were submitting it to a journal for consideration. In addition, students will offer a short (10 minute) presentation on their literature review on December 5.

Policies – Be nice. Don’t cheat. These are the rules of life.

1. **Academic Integrity:** Syracuse University’s Academic Integrity Policy reflects the high value that we, as a university community, place on honesty in academic work. The policy defines our expectations for academic honesty and holds students accountable for the integrity of all work they submit. Students should understand that it is their responsibility to learn about course-specific expectations, as well as about university-wide academic integrity expectations. The policy governs appropriate citation and use of sources, the integrity of work submitted in exams and assignments, and the veracity of signatures on attendance sheets and other verification of participation in class activities. The policy also prohibits students from submitting the same work in more than one class without receiving written authorization in advance from both instructors. Under the policy, students found in violation are subject to grade sanctions determined by the course instructor and non-grade sanctions determined by the School or College where the course is offered as described in the Violation and Sanction Classification Rubric. SU students are required to read an online summary of the University’s academic integrity expectations and provide an electronic signature agreeing to abide by them twice a year during pre-term check-in on MySlice. For more information about the policy, see Syracuse University's Academic Integrity Policy Website. The Violation and Sanction Classification Rubric establishes recommended guidelines for the determination of grade penalties by faculty and instructors, while also giving them discretion to select the grade penalty they believe most suitable, including course failure, regardless of violation level. Any established violation in this course may result in course failure regardless of violation level. *I take this extremely seriously.* Plagiarism, cheating, assisting others to cheat, and other forms of
academic dishonesty will not be tolerated. Information about what constitutes plagiarism and how to make references and citations in papers can be found at this Plagiarism.org website. In addition, you may find assistance in any of the standard references on writing, such as The Elements of Style, as well as at the S.U. Writing Center.

2. **Religious Holiday Observances:** The Syracuse University Religious Holiday Observances Policy, available at the Syracuse Religious Holiday Observance website, recognizes the diversity of faiths represented among the campus community and protects the rights of students, faculty, and staff to observe religious holy days according to their tradition. Under this policy, students are provided an opportunity to make up any course requirements that may be missed due to a religious observance provided they notify their instructors before the end of the second week of classes. Student deadlines are posted in MySlice under Student Services/Enrollment/My Religious Observances/Add a Notification. If you will miss a class or an assignment due to a religious observance, please complete the forms on MySlice and let me know so we can develop a plan for you to make up the requirements.

3. **Disability-Related Accommodations:** Students who need academic accommodations due to a disability should discuss their needs with the instructor at the beginning of the semester. If you believe that you need accommodations for a disability, please contact the Office of Disability Services (ODS), go to their website or call (315-443-4498), to discuss your needs and the process for requesting accommodations. ODS is responsible for coordinating disability-related accommodations and will issue “Accommodation Authorization Letters” to students as appropriate. Since accommodations may require early planning and generally are not provided retroactively, please contact ODS as soon as possible. Like Syracuse University, I value diversity and inclusion and I am committed to a climate of mutual respect and full participation. My goal is to create a learning environment that is useable, equitable, inclusive, and welcoming. If there are aspects of the instruction or design of this course that result in barriers to your inclusion or achievement, I invite you to meet with me to discuss additional strategies beyond accommodations that may be helpful to your success.

4. **Academic Freedom:** This is a discussion-based course; there are no right or wrong answers (just better and worse defenses of answers). Please respect the right of your peers to express their views on topics relevant to the course and treat everyone in the classroom with respect and tolerance. Incivility and discourtesy will not be tolerated.

5. **Classroom Etiquette:** Please treat our class meetings as if they were professional appointments. Attend all sessions and show up on time. Please email me in advance if you have a legitimate reason to miss a class. Distractive practices such as late entrances, leaving the room during class, ringing cell phones, answering cell phones, excessive conversation with other students, surfing the Internet (on your laptop, tablet, etc.), completing coursework on your laptop or tablet, or conducting activities unrelated to the class discussions will be taken into account in your participation grade and might lead to a (temporary) exclusion from the class section. Please turn off your cell phones during class.
Readings


Copies of the other articles and book chapters will be posted to Blackboard, a user-friendly electronic resource available through the university (accessible at: [Blackboard](http://blackboard)). You may read the articles online or print hard copies. Please note that any articles you print from Blackboard will count against your printing quota. Additional information on printing can be found at the Syracuse University [IT Printing Website](http://printing). To check the balance of your quota or add funds, go to [this website](http://printing). If you need help with Blackboard, contact ICT via phone (315-443-2677), email ([consult@syr.edu](mailto:consult@syr.edu)), or go to the [ICT website](http://ict).

I selected this option to be both environmentally conscious and to save you money. However, you should consider starting to build your personal library. Below is a modest, personal, and decidedly partial modern canon (not required reading) …

- Herbert Simon, *Administrative Behavior*
- Alberto Ramos, *The New Science of Organizations*
- Vincent Ostrom, *The Intellectual Crisis in American Public Administration*
- Frederick Mosher, *Democracy and the Public Service*
- Chester Barnard, *The Functions of the Executive*
- Aaron Wildavsky, *The Politics of the Budgetary Process*
- David Rosenbloom, *Federal Service and the Constitution*
- Michael Lipsky, *Street Level Bureaucracy*
- John Rohr, *To Run a Constitution*
- James Q. Wilson, *Bureaucracy*
- Eugene Kamenka, *Bureaucracy*
- Karl Polanyi, *The Great Transformation*
- Herbert Simon, Victor Thompson, and Donald Smithburg, *Public Administration*
- Rosemary O’Leary, *The Ethics of Dissent: Managing Guerrilla Government*
- Barry Bozeman, *Public Values and Public Interest: Counterbalancing Economic Individualism*
- Michael Spicer, *The Founders, the Constitution, and Public Administration*
- Deborah Stone, *Policy Paradox and Political Reason*
- James Scott, *Seeing Like a State*
- Vincent Ostrom, *The Political Theory of a Compound Republic*
- Mark Irving Lichbach, *The Cooperator’s Dilemma*
- Robert Axelrod, *The Evolution of Cooperation*
- Charles T. Goodsell, *The Case for Bureaucracy: A Public Administration Polemic*
- Gareth Morgan, *Images of Organization*
- Jeffrey L. Pressman and Aaron Wildavsky, *Implementation*
- Terry L. Cooper, *The Responsible Administrator*
- Camilla M. Stivers, *Governance in Dark Times*
- Gary J. Miller, *Managerial Dilemmas: The Political Economy of Hierarchy*
- Cheryl Simrell King and Camilla M. Stivers, *Government is Us: Strategies for an Anti-Government Era*
- Cheryl Simrell King, *Government is Us 2.0*
- Barry Bozeman, *Public Values and Public Interest: Counterbalancing Economic Individualism*
## Course Schedule

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<th>Date</th>
<th>Readings and Overview</th>
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<tr>
<td>Aug 29</td>
<td><strong>Introductions and Course Overview</strong></td>
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<tr>
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<td>An Introduction to Some of the Major Issues in the Field</td>
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<td>Sept 5</td>
<td>Early Voices and the First Quarter Century</td>
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<td>Sept 12</td>
<td>No Class</td>
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<td>Sept 19</td>
<td>The New Deal to Mid-Century</td>
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<td>From Classics – *Part Two: The 1930s to 1950s, pp. 84-183.</td>
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<td>Paul Appleby. (1945). Government is Different. EXCERPTS.</td>
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<td>Sept 26</td>
<td>From JFK to Civil Service Reform</td>
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<td>Oct 3</td>
<td>No Class</td>
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| Oct 10 | From Regan to Reinvention  
*From Classics – Part Four: The 1980s and 1990s, pp. 358-531.* |

| Oct 17 | Entering the 21st Century  

| Oct 24 | Historical/Theoretical Perspectives on the Field  

| Oct 31 | Public Choice, Rational Choice, and Market-Based Governance  
Theodore Lowi and Herbert Simon (1992). Lowi and Simon on Political Science, Public |
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<pre><code>  | **Bureaucracy Revisited**                                                           |
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• Read Part III: Managers and Part VI: Change (pp. 315-378).  
• Read Chapter 4: Why Bureaus are Necessary; Chapter 5: Relating Bureaus to their Environment; Chapter 21: Increasing Bureaucratization, Social Efficiency, and Individual Freedom.  
      | **TBD**                                                                      |
    | Nov 14  | **TBD**                                                                               |
    | Nov 21 | **No Class- Thanksgiving Holiday**                                                    |
    | Nov 28 | **TBD**                                                                               |
    | Dec 5  | **Student Presentations of Literature Reviews**                                       |