

**PUBLIC ADMINISTRATION 9916  
THEORIES OF PUBLIC ADMINISTRATION**

Instructor: Dr. Zachary Spicer  
Classroom: 4255 SSC  
E-Mail: zachary.spicer@utoronto.ca

**COURSE DESCRIPTION**

Public administration is a rich and diverse field of study with broad theoretical underpinnings. This course explores the foundational thinking in the study and practice of public administration, with an emphasis on how these approaches have changed over time and across locations. Literature included in this course will be drawn from a number of sources and jurisdictions. Ultimately, class discussions will focus on the administration of local governments.

This course will encourage students to understand and integrate influential theoretical approaches to the study and practice of public administration by working through a diverse range of readings, applying their own experiences and learning from the experiences of others. Students will complete a number of practical in-class assignments and apply theory to practice.

**REQUIRED TEXTS**

An important way to address gaps between theory and practice is through discussion, comparing viewpoints and learning from each other. Assigned readings are listed below, in our meeting schedule. All of these readings should be available from the UWO library. If you are unable to locate any of these readings, please inform the instructor as soon as possible.

**COURSE REQUIREMENTS**

Participation: 25%

This class is designed as a seminar. As such, each student must come prepared and participate regularly. Students will be graded based upon their attendance, understanding of reading material and quality of participation.

Group Discussion and Presentations: 45% (7.5% x 6)

During each of our meetings, students will work in small groups to discuss specific issues and assignments. Each group will present their arguments during class. The topics for each week are listed under "exercises" in the outline below. Students should prepare accordingly with the understanding that group membership will be randomly assigned during class. Students will have ample

time to meet and prepare a presentation, but it is critical that any readings required for the exercise are completed ahead of time.

Article Review and Critique: 30%

Choose one of the following classic articles in public administration and provide a comprehensive (and critical) review.

Dahl, Robert. 1947. "The Science of Public Administration: Three Problems."

*Public Administration Review* 7 (1): 1-11

Kaufman, Herbert. 1956. "Emerging Conflicts in the Doctrines of Public

Administration." *American Political Science Review* 50 (4): 1057-1073.

Ostrom, Vincent. 1971. "Public Choice: A Different Approach to the Study of

Public Administration." *Public Administration Review* 31 (2): 203-216.

Reflect upon the article's main arguments. Has the article stood the test of time? What was the article's impact on the discipline since it was originally written? How has public administration changed and shifted since its original publication?

This paper should be no more than 10 double-spaced, pages in length, include at least 6 other academic sources and be submitted at the conclusion of our October 14<sup>th</sup> meeting.

<b>SCHEDULE OF TOPICS AND REQUIRED READINGS</b>
---

September 8, 2017

3:00pm - 7:00pm

Introduction & Machinery of Government

Readings	<p>Raadschelders, Jos C.N. 2008. "Understanding Government: Four Intellectual Traditions in the Study of Public Administration." <i>Public Administration</i> 86 (4): 925-949</p> <p>Hodgetts, J.E. 1997. "The Intellectual Odyssey of Public Administration in English Canada." <i>Canadian Public Administration</i> 40 (2): 171-185</p> <p>Rutgers, Mark R. 1997. "Beyond Woodrow Wilson: The Identity of the Study of Public Administration in Historical Perspective." <i>Administration and Society</i> 29 (3): 276-300</p> <p>Henderson, Keith M. 2009. "Parallel Universes: Canadian and U.S. Public Administration Study." <i>Canadian Public Administration</i> 52</p>
----------	--

	(2): 271-290
Exercises	Group discussion and presentation: Is public administration an art, a science or a profession?
Assignments	None

September 9, 2017

9:00am – 4:00pm

Bureaucracy and Bureaucratic Preferences

Readings	<p>Prendergast, Canice. 2007. "The Motivation and Bias of Bureaucrats." <i>American Economic Review</i> 97 (1): 180-196</p> <p>Spicer, Michael. 2007. "Politics and the Limits of the Science of Governance." <i>Public Administration Review</i> 67 (4): 768-779</p> <p>Brehem, John and Scott Gates. 1993. "Donut Shops and Speed Traps: Evaluating Models of Supervision on Police Behaviour" <i>American Journal of Political Science</i>. 37 (2): 555-581</p> <p>Demir, Tansu. 2009. "Politics and Administration: Three Schools, Three Approaches and Three Suggestions." <i>Administrative Theory &amp; Praxis</i> 31 (4): 503-532</p> <p>May, Peter J. and Soren C. Winter. 2009. "Politicians, Managers and Street-Level Bureaucrats: Influence on Policy Implementation." <i>Journal of Public Administration Research and Theory</i>. 19 (3): 453-476</p>
Exercises	<p>Group discussion and presentation: defining the "Public Service Bargain". Read the following article by David Siegel:</p> <p>Siegel, David. "The 'Public Service Bargain' in Local Government: A New Way of Looking at Relations Between Municipal Councils and CAOs." <i>Canadian Public Administration</i> 58 (3): 406-425</p> <p>Does a "public service bargain" exist in local government? If so, how does it differ from provincial and federal public administration? How could it be improved?</p>
Assignments	None

October 13, 2017

3:00pm – 7:00pm

Delegation & Accountability

Readings	<p>Bendor, J., A. Glazer and T. Hammond. 2001. "Theories of Delegation." <i>Annual Review of Political Science</i>. 4: 235-69</p> <p>Fox, Justin and Stuart Jordan. 2011. "Delegation and Accountability." <i>Journal of Politics</i> 73 (3): 831-844</p> <p>Romzek, Barbara and Melvin Dubnick. 1987. "Accountability in the Public Sector: Lessons from the Challenger Tragedy." <i>Public Administration Review</i> 47 (3): 1987</p> <p>Anderson, Jonathan. 2009. "Illusions of Accountability: Credit and Blame Sensemaking in Public Administration." <i>Administrative Theory &amp; Praxis</i> 31 (3): 322-339</p>
Exercises	<p>Group discussion and presentation: Read the report of the Elliot Lake Commission of Inquiry (Executive Summary only). Identify what you believe were the breakdowns in accountability between both private and public sector actors. Do the recommendations made adequately address these accountability breakdowns?</p>
Assignments	None

October 14, 2017

9:00am - 4:00pm

Studying Public Administration: Institutional, Economic & Legal Approaches

Readings	<p>Raadschelders, Jos. C.N. 2010. "Identity Without Boundaries: Public Administration's Canon(s) of Integration." <i>Administration &amp; Society</i> 42 (2): 131-159</p> <p>Stoney, Chris and Katharine Graham. 2009. "Federal-Municipal Relations in Canada: The Changing Organizational Landscape." <i>Canadian Public Administration</i> 52 (3): 371-394</p> <p>Meyer, John W. and Brian Rowan. 1977. "Institutionalized Organizations: Formal Structures as Myth and Ceremony." <i>American Journal of Sociology</i> 83 (2): 340-363</p> <p>Farmer, David John. 2010. "Public Administration in a World of Economics." <i>Administrative Theory and Praxis</i> 32 (3): 373-384</p> <p>Harlow, Carol. 2005. "Law and Public Administration: Convergence and Symbiosis." <i>International Review of Administrative Sciences</i> 71 (2): 279-294.</p>
----------	---

	McCormick, Peter. 2004. "New Questions about an Old Concept: The Supreme Court of Canada's Judicial Independence Decisions." <i>Canadian Journal of Political Science</i> 37 (4): 839-862
Exercises	<p>Read the following two articles:</p> <p>Gibson, Pamela and Diana Deadrick. 2010. "Public Administration Research and Practice: Are Academician and Practitioner Interests Different?" <i>Public Administration Quarterly</i> 34 (2): 145-168</p> <p>Pollitt, Christopher. 2006. "Academic Advice to Practitioners - What is its Nature, Place and Value Within Academia?" <i>Public Money and Management</i> (September)</p> <p>What is the relationship between academics and practitioners in local government in Canada? What should the relationship look like? Discuss the value both communities add (or not) to the other. Could this relationship be improved? If so, how?</p>
Assignments	Article review and critique due

November 10, 2017

3:00pm - 7:00pm

Interest Groups and Responsiveness

Readings	<p>Carpenter, Daniel. 2004. "Protection Without Capture." <i>American Political Science Review</i> 98 (4): 613-631</p> <p>Vigoda, Eran. 2002. "From Responsiveness to Collaboration: Governance, Citizens and the Next Generation of Public Administration." <i>Public Administration Review</i> 62 (5): 527-540</p> <p>Irvin, Renee and John Stansbury. 2004. "Citizen Participation in Decision-Making: Is it Worth the Effort?" <i>Public Administration Review</i> 64 (1): 55-65</p> <p>Richardson, Jeremy. 2000. "Government, Interest Groups and Policy Change." <i>Political Studies</i> 48 (5): 1006-1025</p>
Exercises	<p>Read the following article:</p> <p>Biber, Eric, Sarah E. Light, J.B. Ruhl, and James Salzman. Forthcoming. "Regulating Business Innovation as Policy Disruption: From the Model T to Airbnb." <i>Vanderbilt Law Review</i></p>

	(Available via SSRN)  Identify the various interests at play in regulating (or not regulating) aspects of the platform economy? How has this influenced the regulatory approach to government? Are these actors new?
Assignments	None

November 11, 2017

9:00am - 4:00pm

Ethics

Readings	<p>Langford, John. W. 2004. "Acting on Values: An Ethical Dead End for Public Servants." <i>Canadian Public Administration</i> 47 (4): 429-450</p> <p>Heintzman, Ralph. 2007. "Public Service Values and Ethics: Dead End or Strong Foundation." <i>Canadian Public Administration</i> 50 (4): 573-602</p> <p>Kernaghan, Kenneth. 2014. "Digital Dilemmas: Values, Ethics and Information Technology." <i>Canadian Public Administration</i> 57 (2): 295-317</p> <p>De Graaf, Gjalt and L.W.J.C. Huberts. 2008. "Portraying the Nature of Corruption Using an Explorative Case Study Design." <i>Public Administration Review</i> 68 (4): 640-653.</p> <p>Kernaghan, Kenneth. 2003. "Integrating Values into Public Service: The Values Statement As Centrepiece." <i>Public Administration Review</i> 63 (6): 711-719</p>
Exercises	<p>A variety of ethical scenarios will be distributed in class. You will be responsible for analyzing each and delivering solutions. In advance, you may consider reviewing the following:</p> <p>Canadian Centre for Management Development. 1995. <i>A Strong Foundation: Report of the Task Force on Public Service Values and Ethics</i>. Ottawa: Government of Canada.</p>
Assignments	None.