

## **PAF 705X - Intellectual and Historical Foundations in Public Affairs**

**Fall 2018**

**Friday 2:30 – 5:15**

**Greenspun Hall Room 3126**

### **Instructor**

Jayne Farmer

Office: GUA 3164, Phone: (702) 972-5878

E-mail: [jayne.farmer@unlv.edu](mailto:jayne.farmer@unlv.edu)

Office hours: Monday and Thursday 10AM – 12PM or by appointment

### **Overview**

This course covers the evolution of theories and practice within the field of public affairs. It provides a foundation for doctoral students that covers key theories and concepts that lend to the development of major study areas that pertain to issues and practices within public bureaucracies. Students will gain an understanding of the historical and foundational concepts of public administration, public management, public policy, institutions and organizations, and civic engagement. This course serves as a doorway for doctoral students to gain an appreciation of classical and contemporary theoretical concepts that span across the field. Here, we will explore the historical development of public affairs as a body of thought within the context of public bureaucracies and how they are affected by various theories of politics and the enduring theme of public administration and democracy

As we embark upon our studies of public and institutional phenomena, it is vital that we have a foundational understanding of how our field developed so that we might estimate where it is going. Our job as scholars of public affairs is to contribute knowledge that helps drive the future of public service and governance. Having an intellectual understanding of the classical thoughts of the field enables us to better provide a broader context of current and future trends. The goal of this course is to encourage doctoral students to enhance their abilities to identify, analyze, interpret, critique, evaluate and contribute to the literature and intellectual developments of scholarship within this field.

### **Course Objectives**

- 1) To acquaint advanced graduate students with the historical development of the interdisciplinary arena of theory and practice that constitutes modern public affairs within the context of public bureaucracies, democracy and politics.
- 2) To enable students to see how historical trends and conditions have affected social, political, and management theories and how these, in turn, have influenced the evolution of theory and practice.
- 3) To acquaint students with trends and conditions related to the emergence of the postmodern "information era" as a basis for conjecture about current and future changes needed in the theory and practice of public bureaucracies.

## **Resources**

### School of Public Policy and Leadership

Greenspun Hall Room 3109; Telephone number: (702) 895-4440; website: [unlv.edu/publicpolicy](http://unlv.edu/publicpolicy).

### WebCampus

All course content will be uploaded to the *Canvas* course site on UNLV WebCampus.unlv.edu. Access to WebCampus is required for this class. WebCampus can be found at: [webcampus.unlv.edu](http://webcampus.unlv.edu). If you cannot access WebCampus, please contact WebCampus support at [wchelp.unlv.edu](mailto:wchelp.unlv.edu)

### **Accommodations for Disabilities or Special Needs:**

The UNLV Disability Resource Center (SSC-A 143, <http://drc.unlv.edu/>, 702-895-0866) provides resources for students with disabilities. If you feel that you have a disability, please make an appointment with a Disabilities Specialist at the DRC to discuss what options may be available to you.

If you are registered with the UNLV Disability Resource Center, bring your Academic Accommodation Plan from the DRC to the instructor during office hours so that you may work together to develop strategies for implementing the accommodations to meet both your needs and the requirements of the course. Any information you provide is private and will be treated as such. To maintain the confidentiality of your request, please do not approach the instructor before or after class to discuss your accommodation needs.

### **Academic Misconduct**

Academic integrity is a legitimate concern for every member of the campus community; all share in upholding the fundamental values of honesty, trust, respect, fairness, responsibility and professionalism. By choosing to join the UNLV community, students accept the expectations of the Student Academic Misconduct Policy and are encouraged when faced with choices to always take the ethical path. Students enrolling in UNLV assume the obligation to conduct themselves in a manner compatible with UNLV's function as an educational institution.

An example of academic misconduct is plagiarism. Plagiarism is using the words or ideas of another, from the Internet or any source, without proper citation of the sources. See the *Student Academic Misconduct Policy* (approved December 9, 2005) located at: <http://studentconduct.unlv.edu/misconduct/policy.html>.

### **Required Texts**

George Frederickson and Kevin B. Smith, *The Public Administration Theory Primer*, Westview Press, 2003 (paperback)

Fry, Brian R., *Mastering Public Administration: From Max Weber to Dwight Waldo*, Chatham House, 1998 (see Amazon for this one)

Richard J Stillman, *Creating the American State: The Moral Reformers and the Modern Administrative World They Made*, Univ. of Alabama Press, 1998

Shafritz, Jay M.; Hyde, Albert C.; eds. *Classics of Public Administration*, Belmont, CA: Wadsworth/Thomson Learning, 2009. 6<sup>th</sup> ed. (earlier editions are acceptable)

Readings provided by the instructor can be found in the readings folder under course content. These readings will be denoted by “\*Canvas”

Other required readings not provided by the instructor can be found via the university’s online library through databases such as JSTOR, Article First & ABI/Inform or its A – Z List of Journals. On campus access to Google Scholar will often give you direct access to the readings.

### **Course Requirements and Grading**

A primary purpose of the course is to enable students to read the original literature extensively, to discuss it in an historical context, and to develop a basis for sound conjecture about current and future needs in the theory of the field. Evaluation of students' mastery of course content will be done through their leadership of classroom discussions on designated topics, written summaries of those topics, and a major course paper.

#### *Midterm exam*

There will be an in class written exam on the evening of October 10. The focus of the exam will be to test some of the knowledge of the student relative to the earlier historical periods covered in class up to the point at which the exam will be held. The purpose of the mid-term exam is twofold: (1) to enable students to obtain some feedback regarding their level of mastery of the course materials and (2) to give students practice in answering questions similar to those which might be on their comprehensive examinations.

#### *Class presentations and summaries:*

Students will be required to lead the class in the discussion of selected readings topics, normally either a book or a series of shorter readings on the topic. Each student will also write a 3-5 page summary of the topic which will be shared with the class and used as the basis of a 20-30 minute presentation (20-30 minutes) to the class. Each student will do two of these and the topics will be assigned by the end of the second class session. Each summary **MUST** be completed at least two days before class and posted to the course Canvas website for other students to copy and bring to class.

#### *Course paper:*

Each student is expected to write a substantial scholarly paper. Using themes identified in discussion with the instructor, each paper will thoroughly discuss the major contributors and their ideas in the context of historical trends and conditions. Then, within the context of its central themes, the paper should offer conjecture as to how current and future public administration and public policy theory and practice should be framed. The paper will be due no later than the last class period (December 5th). Students who submit polished versions of their

papers four weeks earlier (November 7th) will benefit from getting detailed reviews and comments from the instructors to use in preparing their final submissions. Some examples of possible themes: history and future of theory about... public budgeting or financial management, public personnel/HRM, information policy and management, executive leadership, organization change, the concept of professionalism in public administration, public administration education, local government administration, etc. The single most important factor in grading the papers will be how well the student has developed an understanding of the past theory relevant to the specific theme addressed and how well the student is able to apply that understanding toward developing insights as to how the theory relevant to that particular theme needs to be shaped in order to fit current and likely future trends and conditions.

*Attendance:*

Excused absences included documented illnesses, deaths in the immediate family and other documented crises, call to active military or jury duty, religious holidays, and official University activities. Accommodations for these excused absences will be made in a way that does not penalize students with valid excuses. Consideration will also be given to students whose dependent children experience serious illness.

**Grades will be assigned as follows:**

Course presentations and written summaries 20%

Midterm exam 30%

Course paper 30%

Attendance 20%

## Course Outline:

**READING ASSIGNMENTS:** In each class we will discuss readings appropriate to the era. Students will be expected to lead discussions related to the following assigned readings. The following list constitutes only the core of readings that will be commonly read by all class participants. Each student will read additionally beyond the following assignments. The nature of the additional individual readings should be coordinated with the instructor. We will devote about 2 weeks to each topic. The dates shown for each topic are target dates and might need to be amended.

### 1. Late 18th and Early 19th Century: The End of the Agricultural Era and the Beginnings of Modern Democracies – Aug 29 and Sep 5

Shafritz, & Hyde:

- Introduction

OTHERS:

- Louis Gawthrop, *The Ethical Foundations of American Public Administration*,

*IJPA*, Vol. 16, No. 2 (1993)

- Richard Green, *Alexander Hamilton and the Study of Public Administration*,

*PAQ*, Vol. 13, No. 4 (Winter 1990), also Richard T. Green, "Alexander Hamilton: Founder of the American Public Administration," *Administration & Society*, November 2002; vol. 34, 5: pp. 541-562.

- William Mosher and Donald Kingsley, *Public Personnel Administration* (1936, the first such text in the US), Chapter 1 "The Evolution of Modern Bureaucracy" and 2 "The Development of the American Bureaucracy"

- Paul Van Riper, "The American Administrative State: Wilson and the Founders An Unorthodox View," *PAR*, (Nov/Dec 1983)

- Richard White, "Exploring the Origins of the American Administrative State: Recent Writings on the Ambiguous Legacy of Alexander Hamilton," *PAR*, Vol 60, No. 2 (March 2000)

- G. L. Marshall, Jr. "The Rise and Fall of the Newburgh Conspiracy," *Early American Review*, Fall 1997 on Blackboard, also at: <http://www.earlyamerica.com/review/fall97/wshngton.html>

- Publius (Alexander Hamilton, James Madison, and John Jay), *The Federalist Papers*; read especially the Federalist Paper Number 1 titled, "General Introduction" and the 51<sup>st</sup> Federalist Paper titled, "The Structure of the Government Must Furnish the Proper Checks and Balances Between the Different Departments." The papers may be accessed at the Library of Congress' On-line set of the Federalist Papers: <http://thomas.loc.gov/home/histdox/fedpapers.html>

- Cook and Klay (2013), "George Washington's Precedents: The Institutional Legacy of the American Republic's Founding Public Administrator," manuscript forthcoming in *Administration and Society*

NOTE: If you are interested in the very early history of public administration going back more than two millennia, see - Edgar Gladden, *A History of Public Administration*, Two volumes, London: Frank Cass & Co., 1972.

**2. 19th Century: Reformers Respond to the Industrial Era – Sep 12 and 19 (no class evening of Sep 26 – instructor at SECOPA conference in Charlotte)**

Stillman, *Creating the American State* Ch. 1. Introduction

Ch. 2. George William Curtis

Ch. 3. Charles Francis Adams, Jr.

Ch. 4. Emory Upton

Ch. 5. Jane Adams

Ch. 6. Frederick W. Taylor

Ch. 9 American State Creation as Moral Transformation

Shafritz, & Hyde:

- Max Weber, *Bureaucracy* (1922)

- Frederick Taylor, *Scientific Management* (1912)

- Jane Addams, *Problems of Municipal Administration* (1904)

Fry:

- Max Weber

- Frederick W. Taylor

OTHERS:

- Knouse, Carson and Carson, "W. Edwards Deming and Frederick Winslow

Taylor: A Comparison of Two Leaders Who Shaped the World's View of Management," *IJPA*, Vol. 16, No. 10 (1993)

-Paul Van Riper, "Luther Gulick on Frederick Taylor and Scientific Management," *J. of Management History*, Vol. 1, No. 2 (1995)

- Frederick Taylor, *The Principles of Scientific Management* can be accessed as a free e-book at Project Gutenberg <http://www.gutenberg.org/etext/6435>

- Stephen J. Rockwell, "Public Service and the Making of America," *PATIMES: PUBLIC SERVICE SUPPLEMENT*, Vol. 36, No. 2 (April/May/June 2013)

### **3. Early 20th Century to WWI: The Formal Birthing of Public Administration in the US– October 3 & 17 –Mid-term exam will be evening of October 10**

Stillman, *Creating the American State* Ch. 7. Richard S. Childs

Shafritz, Hyde, & Parkes:

- Woodrow Wilson: *The Study of Administration* (1887)
- Frank Goodnow, *Politics and Administration* (1900)
- W. F. Willoughby, *The Movement for Budgetary Reform in the States* (1918)

OTHERS:

- Barry Karl, "Public Administration and American History: A Century of

Professionalism," *PAR*, Vol. 36, No. 5 (Sep-Oct 1976)

- Daniel Martin, "Competing Motives in the Formation of American Public

Administration," *IJPA*, Vol. 16, No. 2 (1993)

- Bruce McDonald, "The Bureau of Municipal Research and the Development of a

Professional Public Service," *Administration and Society*, forthcoming BB

- Hindy Lauer Schacter, "Democracy, Scientific Management and Urban Reform: The Case for the Bureau of Municipal Research and the 1912 New York City School Inquiry," *J. of Management History*, Vol. 1, No. 2 (1995)

- Camilla Stivers, "Settlement Women and Bureau Men: Constructing a Usable Past for Public Administration," *PAR*, Vol. 55, No. 6 (Nov-Dec 1995)

### **4. Between the World Wars: Progressivism to Professionalism October 24**

Shafritz, & Hyde:

- Leonard D. White, *Introduction to the Study of Public Administration* (1926) - Mary Parker Follett, *The Giving of Orders* (1926)
- Luther Gulick, *Notes on the Theory of Organization* (1937)
- Brownlow, Merriam, and Gulick, *Report of the President's Committee on*

*Administrative Management* (1937)

- Chester Barnard, *Informal Organizations and Their Relation to*

*Formal Organizations* (1938)

- Robert Merton, *Bureaucratic Structure and Personality* (1940)

- V.O. Key, *The Lack of a Budgetary Theory* (1940)

Stillman, *Creating the American State* Ch. 8. Luis Brownlow

Fry:

- Luther H. Gulick: The Integrated Executive
- Mary Parker Follett: The Group Process
- Elton Mayo: The Human Relations Approach
- Chester Barnard: Organizations as Systems of Exchange

OTHERS:

- Alasdair Roberts, "Demonstrating Neutrality: The Rockefeller Philanthropies

and the Evolution of Public Administration," 1927-1936, *PAR* Vol. 54, No. 3 (May-June 1994)

- William F. Ogburn, "Technology and Government Change," (1936) in *On Culture and Social Change*, a collection of Ogburn's writings edited by Otis Dudley Duncan, 1964.

### **5. WWII to 1960: Competing Paradigms – October 31**

Shafritz, & Hyde:

- Abraham Maslow, A Theory of Human Motivation (1943)
- Paul Appleby, Government is Different (1945)
- Herbert Simon, The Proverbs of Administration (1946)
- Dwight Waldo, The Administrative State: Conclusion (1948)
- Philip Selznick, The Cooptative Mechanism (1949)
- Douglas McGregor, The Human Side of Enterprise (1957)
- Charles Lindblom, The Science of "Muddling Through" (1959) - Hoover Commission, (1949)

Fry:

- Herbert A. Simon: A Decision-Making Perspective
- Dwight Waldo: An Eclectic View of Public Administration

OTHERS:

- - Dwight Waldo, "The Administrative State Revisited," *PAR* (March 1965)
- - Waldo, "Supplement: Developments in Public Administration," *Annals of the*

*American Academy of Political and Social Science*. Vol. 404 (Nov 1972)

URL: <http://links.jstor.org/sici?sici=0002-7162%28197211%29404%3C217%3ASDIPA%3E2.0.CO%3B2-4>

### **6. 1960's to 1980: From the Industrial Era "Great Society" to Post-Industrial Reactions – November 7**

Shafritz, & Hyde:

- Katz and Kahn, Organizations and the System Concept (1966)

Allen Schick: The Road to PPB: The Stages of Budget Reform (1966) –



Morton Grodzins, *The American System* (1966) - Warren Bennis, *Organizations of the Future* (1967)

Yehezkel Dror, *Policy Analysts: A New Professional Role in Government Service* (1967) –

Anthony Downs, *The Life Cycle of Bureaus* (1967)

Aaron Wildavsky, *Rescuing Policy Analysis from PPBS* (1969)

Herbert Kaufman, *Administrative Decentralization and Political Power* (1969)

Theodore Lowi, *The End of Liberalism: The Indictment* (1969)

Martin Landau, *Redundancy, Rationality, and the Problem of Duplication and Overlap* (1969)

George Frederickson, *Toward a New Public Administration* (1971)

Alice Rivlin, *Systematic Thinking for Social Action* (1971)

Pressman and Wildavsky, *Implementation* (1973)

Frederick Mosher et al, *Watergate: Implications for*

*Responsible Government* (1974) - Samuel Krislov, *Representative Bureaucracy* (1974)

Charles Levine, *Organizational Decline and Cutback Management* (1978) - John Rohr, *Ethics for Bureaucrats* (1978).

OTHERS:

- Robert Golembiewski, "Excerpts from 'Organization as a Moral Problem' (first

published in PAR in 1962)," *PAR* Vol. 52, No 2 (March-April 1992) with response from Robert Denhardt

- Dwight Waldo, "Developments in Public Administration," *The Annals of the American Academy of Political and Social Science*, Vol. 404 (Nov 1972)

- Aaron Wildavsky, "'Political Implications of Budget Reform:' A Retrospective ... (with reactions from Deck and Whicker)," *PAR*, Vol. 52, No. 6 (Nov-Dec 1992); a retrospective on the 1961 *PAR* article that led to the book *The Politics of the Budgetary Process* in 1964

## **7. 1980's to the Present: Multiple Paradigms to Cope with Postmodernism and the Information Era – November 21 (Thanksgiving is Nov 29)**

Shafritz, & Hyde:

- Graham Allison, Public and Private Management: Are They Fundamentally

Alike in All Unimportant Respects? (1980) - Michael Lipsky, Street-Level Bureaucracy (1980)

- Naomi Caiden, Public Budgeting amidst Uncertainty and Instability (1981) - Frederick Mosher, Democracy and the Public Service:

The Collective Services (1982) - David Rosenbloom, Public Administrative Theory

and the Separation of Powers (1983)

- 44. John W. Kingdon, Agendas, Alternatives, and Public Paradoxes (1984)

- Dennis Thompson, The Possibility of Administrative Ethics (1985) - Ronald Moe, Exploring the Limits of Privatization (1987)

- Camilla Stivers, Toward a Feminist Perspective

in Public Administration Theory (1990)

- J. Steven Ott, Understanding Organizational Culture (1989)

- Roosevelt Thomas, From Affirmative Action to Affirming Diversity (1990) - Christopher Hood, A Public Management for All Seasons (1990)

- Deil Wright, Federalism, Intergovernmental Relations

and Intergovernmental Management (1990) - Carol W. Lewis, The Ethics Challenge in Public Service (1991).

- Michael Barzalay w/Babak Armajani, Breaking Through Bureaucracy (1992)

- National Performance Review, From Red Tape to Results (1993)

- Deborah Stone, Policy Paradox: The Art of Political Decision Making (1997)

- Guy B Addams & Danny L Balfour, In the Face of Administrative Evil (1998). - Donald Kettl, The Transformation of Governance: Who Governs and How (2002).

OTHERS:

- George Frederickson and Kevin B. Smith, *The Public Administration Theory*

*Primer*, Westview Press, 2003

- John Rohr, "Professionalism, Legitimacy, and the Constitution," *PAQ*. Vol. 8,

No. 4 (Winter 1985)

- Wamsley et. al, The "Blacksburg Manifesto," Chapter 9 in Ralph Clark

Chandler, ed. *A Centennial History of the American Administrative State* (NY: Free Press, 1987)  
... Waldo's related book review in *PAR* (March/April 1991), "(Re)founding the Field"

## **8. The Future: Where SHOULD We Be Going? – December 5**

(Students are encouraged to suggest additions/substitutions to this section)

- Peruse the website of the World Future Society, especially its "Future Survey"  
<http://www.wfs.org/>

- Jim Dator, "American State Courts: Five Tsunamis and Four Alternative Futures," *Futures Research Quarterly*, Vol. 9, No. 3 (Winter 1993)

- U. S. Government Accountability Office, "21st Century Challenges: Reexamining the Base of the Federal Government, ) (GAO-05-325SP) <http://gao.gov/21stcentury.html>

- Robert Behn, "The Big Questions of Public Management," *PAR*, Vol. 55, No. 4, (Jul-Aug 1995)

- Marshal Dimock, "The Restorative Qualities of Citizenship," *PAR*, Vol. 50, No. 1 (Jan-Feb 1990)

- Scott Fosler, "Review of Brian O'Connell's *Civil Society: The Underpinnings of American Democracy*," *The New Public Innovator* (Spring/Summer 1999) pp. 36-37.

- George Frederickson, "Can Public Officials Correctly Be Said to Have Obligations to Future Generations?" *PAR*, Vol. 54, No. 5 (Sep-Oct 1994)

- Francis Fukuyama, "The Great Disruption," *Atlantic Monthly*, Vol. 283, No. 5 (May 1999) pp 55 and following.

- Green, Keller, and Wamsley, "Reconstituting a Profession for American Public Administration," *PAR*, Vol. 53, No. 6 (Nov-Dec 1993)

- Luther Gulick, "Reflections on Public Administration Past and Present," *PAR* Vol. 50, No. 6 (Nov-Dec 1990)

- Donald Kettl, "The Perils - and Prospects - of Public Administration," *PAR*, Vol. 50, No. 4 (Jul-Aug 1990)

- Klay, "The Future of Public Administration," paper presented to ASPA, 1997, later version in *PAQ*

- Newbold, Stephanie P, "Toward a Constitutional School for American Public Administration." *PAR*, Vol. 70 Issue 4, (Jul/Aug 2010)

- Shrivastava and Hart, "Greening Organizations - 2000," *IJPA*, Vol. 17, No. 3&4 (1994)
- Caldwell, Lynton K. "Environment: A New Focus for Public Policy?" *Public Administration Review*, Vol. 23, No. 3 (September 1963); the first such article in our field on what will certainly be a vital theme in our literature in the future
- James Skok, "Policy Issue Networks and the Public Policy Cycle: A Structural- Functional Framework for Public Administration," *PAR* Vol. 55, No. 4 (Jul-Aug 1995)
- Richard Stillman, "The Refounding Movement in American Public Administration: From "Rabid" Anti-Statism to "Mere" Anti-Statism in the 1990's," *Administrative Theory and Praxis*, Vol. 17, No. 1 (1995)
- E. O. Wilson, "Back from Chaos," *Atlantic Monthly*, Vol. 281, No. 3 (March 1998) pp. 41 and following.