

July 2018, Subject to adjustments.

PP6703 Foundations of Public Administration

2018-2019, Semester 1

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Lecture Hours	14:00-17:00, Mondays

MODULE DESCRIPTION

This module focuses on selected theories and concepts in the academic field of public administration and aims to enhance your understanding of (i) what the field is about, (ii) how it has evolved, and (iii) what its unresolved questions are. This course is a compulsory module for doctoral students in the Lee Kuan Yew School of Public Policy and is designed to prepare you for comprehensive examinations on the subject in the short run, and for teaching the subject in the long run. Throughout this module, you will be introduced to important works of leading scholars, which you will learn to appreciate and constructively criticize. Students are encouraged to be familiar with all of the literature assigned in this module.

We will start by reviewing foundational works. These works have been widely cited and have prompted new theories and ways of understanding public management problems. They have had a significant impact on the academic field of public administration, and hence, they are important for developing an understanding of the origins and evolution of extant theories and their underlying assumptions and critics. In addition, we will discuss central topics in the field of public administration today, ranging from New Public Management (NPM), post-NPM reforms, accountability, decentralization, networks, collaboration, adaptive governance, administrative traditions, public budgeting, administrative responsibility and ethics, representative bureaucracy, and organizational theories.

You will be asked to produce a literature review on a topic that interests you. You should continue with further research and be prepared to take on the task of elaborating on extant theories and empirical findings, and identifying unresolved questions relating to your topic. By the end of the module, you will have acquired a breadth

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of knowledge pertaining to the field of public administration in general and a depth of expertise pertaining to the topic of your choice.

ASSESSMENT CRITERIA

1. Class participation – 30%

This module uses a seminar format, where students are expected to fully engage in discussions facilitated by the instructor. You must be prepared to explain, synthesize, and debate the points of argument in the readings each week. You should demonstrate that you have mastered the theories and concepts and that your level of understanding is at the point where you can explain them to others.

2. Short synthesis of the readings – 40%

Each week, you will be required to write a short synthesis of two readings. Each synthesis should be no more than 500 words, including your name; there is no need to include reference citation. Please upload your synthesis to our IVLE folder prior to class (10:00AM, Mondays). The name of your file should be formatted as follows: (Week Number)_(Author's Last Name)(Year of Publication) & (Author's Last Name)(Year of Publication) & (Author's Last Name)(Year of Publication)_ (Your First Name), for example, "01_Wilson1887&Taylor1912&Weber1922_Naomi."

3. Term paper (literature review) – 30%

You will be asked to write a literature review (of 5,000 words or less, including the title, your name and references) on a topic of your choice within the scope of public administration/management. You must identify a research question that you are eager to explore and review the literature relating to it. The literature review must lead to an identification of gaps in the extant literature. You will present your draft to the class on Week 11 or 12. The final paper is due November 19.

MAIN TEXTBOOKS

- Shafritz, Jay M., and Albert C. Hyde. *Classics of Public Administration*. 8th edition. Boston, USA: Cengage Learning, 2016.

READING ASSIGNMENTS

- **SH:** Shafritz and Hyde
- **ER:** IVLE E-RESERVE

Week 01 (August 13): Classics of Public Administration

- 1 SH 5. The Study of Administration (1887) Woodrow Wilson.
- 2 SH 8. Scientific Management (1912) Frederick W. Taylor.
- 3 SH 10. Bureaucracy (1922) Max Weber.
- 4 SH 6. Politics and Administration (1900) Frank J. Goodnow.
- 5 ER Waldo, D. (1955). What is public administration? and Development of the study of administration. In *The study of public administration* (pp. 1-14). New York: Random House, Inc.
- 6 SH 11. Introduction to the Study of Public Administration (1926) Leonard D. White.
- 7 SH 18. The Proverbs of Administration (1946) Herbert A. Simon.
- 8 SH 21. The Science of Muddling Through (1959) Charles E. Lindblom.
- 9 ER Simon, H. (1986). Rationality in psychology and economics. *The Journal of Business*, 59(4), S209-S224.

Week 02 (August 20): Organizational Behavior and Its Application to Public Sector

- 1 SH 12. The Giving of Orders (1926) Mary Parker Follett.
- 2 SH 16. Bureaucratic Structure and Personality (1940) Robert K. Merton.
- 3 SH 17. A Theory of Human Motivation (1943) A. H. Maslow.
- 4 SH 20. Theory Y: The Integration of Individual and Organizational Goals (1957) Douglas Murray McGregor.
- 5 ER O'Leary, R. (2010). Guerrilla employees: Should managers nurture, tolerate, or terminate them? *Public Administration Review*, 70(1), 8-19.
- 6 ER Fairholm, M. R. (2004). Different perspectives on the practice of leadership. *Public Administration Review*, 64(5), 577-590.
- 7 ER Perry, J. L., & Wise, L. R. (1990). The motivational bases of public service. *Public Administration Review*, 50(3), 363-373.
- 8 ER Demircioglu, M. A., & Audretsch, D. B. (2017). Conditions for innovation in public sector organizations. *Research Policy*, 46(9), 1681-1691.
- 9 ER Van der Wal, Z., De Graaf, G., & Lasthuizen, K. (2008). What's valued most? Similarities and differences between the organizational values of the public and private sector. *Public administration*, 86(2), 465-482.

Week 03 (August 27): Managerialism, New Public Management and Beyond

- 1 SH 29. Toward a New Public Administration (1971) H. George Frederickson
- 2 ER Hood, C. (1991). A public management for all seasons? *Public Administration*, 69(Spring), 3-19.
- 3 ER Osborne, S. P. (2007). The New Public Governance? *Public Management Review*, 8(3), 377-387.
- 4 ER Pollitt, C. (2001). Clarifying convergence: Striking similarities and durable differences in public management reform. *Public Management Review*, 3(4), 471-492.
- 5 ER Aoki, N. (2015). Institutionalization of New Public Management: The case of Singapore's education system. *Public Management Review*, 17(2), 165-186.
- 6 ER Vigoda, E. (2002). From responsiveness to collaboration: Governance, citizens, and the next generation of public administration. *Public Administration Review*, 62(5), 528-540.
- 7 ER Fattore, G., Dubois, H. F., & Lapenta, A. (2012). Measuring new public management and governance in political debate. *Public Administration Review*, 72(2), 218-227.
- 8 ER Pollitt, C. (2016). Managerialism redux? *Financial Accountability & Management*, 32(4), 0267-4424.
- 9 ER Dunleavy, P., Margetts, H., Bastow, S., & Tinkler, J. (2005). New Public Management is dead – Long live digital-era governance. *Journal of Public Administration Research and Theory*, 16(3), 467-94.

Week 04 (September 3): Democracy and Public Administration

- 1 SH 39. Public Administrative Theory and the Separation of Powers (1983) David H. Rosenbloom

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- 2 ER Rosenbloom, D. H. (2017). Public administration theory, the separation of powers, and the constitutional school. In S. Newbold & D. H. Rosenbloom (Eds.), *The constitutional school of American public administration*. Routledge.
- 3 ER Kaufman, H. (1956). Emerging conflicts in the doctrines of public administration. *American Political Science Review*, 50(4), 1057-1073.
- 4 ER Furlong, S. R. (1998). Political influence on the bureaucracy: The bureaucracy speaks. *Journal of Public Administration Research and Theory*, 8(1), 39-65.
- 5 ER Levitan, D. M. (1946). The responsibility of administrative officials in a democratic society. *Political Science Quarterly*, 61(4), 562-598.
- 6 ER Plant, J. F. (2008). A classic work revisited: Democracy and the public service. *Public Administration Review*, 68(1), 181-184.
- 7 ER Bell, D. A. (1995). Democracy in Confucian societies: The challenge of justification. In D. A. Bell, D. Brown, K. Jaayasuriya, & D. M. Jones (Eds.), *Towards illiberal democracy in Pacific Asia* (pp.17-40). London: Palgrave Macmillan.
- 8 ER Fung, A. (2006). Varieties of participation in complex governance. *Public administration review*, 66(s1), 66-75.
- 9 ER Aoki, N. (2018). "Sequencing and combining participation in urban planning: The case of tsunami-ravaged Onagawa Town, Japan." *Cities*, 72(Part B), 226-236.

Week 05 (September 10): Accountability & Performance Management

- 1 ER Behn, R. D. (2003). Why measure performance? Different purposes require different measures. *Public Administration Review*, 63(5), 586-606.
- 2 ER Kelly, J. M. (2005). The dilemma of the unsatisfied customer in a market model of public administration. *Public Administration Review*, 65(1), 76-84.
- 3 ER Hanushek, E. A., Link, S., & Woessmann, L. (2013). Does school autonomy make sense everywhere? Panel estimates from PISA. *Journal of Development Economics*, 104, 212-232.
- 4 ER Eisenhardt, K. M. (1989). Agency theory: An assessment and review. *Academy of Management Review*, 14(1), 57-74.
- 5 ER Ferris, J. A. (1992). School-based decision making: A principal-agent perspective. *Educational Evaluation and Policy Analysis*, 14(4), 333-346.
- 6 ER Romzek, B. S., & Dubnick, M. J. (1998). Accountability. In J. M. Shafritz (Ed.), *International encyclopedia of public policy and administration, vol. 1: A-C* (pp. 6-11). Boulder, CO: Westview Press.
- 7 ER O'Toole, L. J., & Meyer, K. J. (2015). Public management, context, and performance: In quest of a more general theory. *Journal of Public Administration Research and Theory*, 25(1), 237-256.
- 8 ER Kane, J., & Patapan, H. (2006). In search of prudence: The hidden problem of managerial reform. *Public Administration Review*, 66(5), 711-24.

Week 06 (September 17): Decentralization

- 1 ER Ostrom, E. (1986). An agenda for the study of institutions. *Public Choice*, 48(1), 3-25.
- 2 ER Agrawal, A., & Ostrom, E. (2001). Collective action, property rights, and decentralization in resource use in India and Nepal. *Politics & Society*, 29(4), 485-514.
- 3 ER Bossert, T. (1998). Analyzing the decentralization of health systems in developing countries: Decision space, innovation and performance. *Social Science & Medicine*, 47, 1513-1527.
- 4 ER Brancati, D. (2006). Decentralization: Fueling the fire or dampening the flames of ethnic conflict and secessionism?. *International Organization*, 60(3), 651-685.
- 5 ER Ebel, R. D., & Yilmaz, S. (2003). On the measurement and impact of fiscal decentralization. In J. Martinez-Vazquez & J. Aim (Eds.), *Public finance in developing and transitional countries: Essays in honor of Richard Bird* (pp. 101-120). Edward Elgar.

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- 6 ER Fan, C. S., Lin, C., & Treisman, D. (2009). Political decentralization and corruption: Evidence from around the world. *Journal of Public Economics*, 93(1), 14-34.
- 7 ER Tiebout, C. (1956). A pure theory of local expenditures. *Journal of Political Economy*, 64(5), 416-424.
- 8 ER Oates, W. (1972). An economic approach to federalism. In *Fiscal federalism* (pp. 3-30). Harcourt Brace Jovanovich, Inc.

Week 07 (October 1): Networks, Collaboration, & Adaptive Governance

- 1 ER Agranoff, R., & McGuire, M. (2001). Big questions in public network management research. *Journal of Public Administration Research and Theory*, 11(3), 295-326.
- 2 ER O'Toole, L. J. (1997). Treating networks seriously: Practical and research-based agendas in public administration. *Public Administration Review*, 57(1), 45-52.
- 3 ER Provan, K. G., & Kenis, P. (2007). Modes of network governance: Structure, management, and effectiveness. *Journal of Public Administration Research and Theory*, 18, 229-252.
- 4 ER Emerson, K., Nabatchi, T., & Balogh, S. (2011). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, 22, 1-29.
- 5 ER Dietz, T., Ostrom, E. & Stern, P. (2003). The struggle to govern the commons. *American Association for the Advancement of Science*, 302(5652), 1907-1912.
- 6 ER Aoki, N. "Adaptive governance for resilience in the wake of the 2011 Great East Japan Earthquake and tsunami." *Habitat International*, 52 (2016): 20-25.
- 7 ER Aoki, N. (2018). "Who would be willing to accept disaster debris in their backyard? Investigating the determinants of public attitudes in post-Fukushima Japan." *Risk Analysis*, 28(3), 535-547.
- 8 ER Aoki, N. (2017). "Who would be willing to lend their public servants to disaster-impacted local governments? An empirical investigation into public attitudes in post-3.11 Japan." *International Journal of Disaster Risk Reduction*.

Week 08 (October 8): Comparative Public Administration

- 1 ER Welch, E., & Wong, W. (1998). Public administration in a global context: Bridging the gaps of theory and practice between Western and non-Western nations. *Public Administration Review*, 58(1), 40-49.
- 2 ER Hou, Y., Ni, A. Y., Poocharoen, O., Yang, K., & Zhao, Z. J. (2011). The case for public administration with a global perspective. *Journal of Public Administration Research and Theory: J-PART*, 21(1), i45-i51.
- 3 ER Painter, M. & Peters, G. (2010). The analysis of administrative traditions. In M. Painter & M. G. Peters (Eds.), *Tradition and administration* (pp. 3-16). New York: Palgrave Macmillan.
- 4 ER Mulgan, A. G. (2003). Japan's "un-Westminster" system: Impediments to reform in a crisis economy. *Government and Opposition*, 38(1), 73-91.
- 5 ER Aoki, N. (2015). Let's Get Public Administration Right, But in What Sequence?: Lessons from Japan and Singapore. *Public administration and development*, 35(3), 206-218.
- 6 ER Bowornwathana, B., & Poocharoen, O. O. (2010). Bureaucratic politics and administrative reform: Why politics matters. *Public Organization Review*, 10(4), 303-321.
- 7 ER Knill, C. (1999). Explaining cross-national variance in administrative reform: Autonomous versus instrumental bureaucracies. *Journal of Public Policy*, 19(2), 113-139.
- 8 ER Painter, C. (2004). The politics of administrative reform in East and Southeast Asia: From gridlock to continuous self-improvement? *Governance: An International Journal of Policy, Administration, and Institutions*, 17(3), 361-386.

Week 09 (October 15): Public Finance & Budgeting

- 1 ER Bradford, D. F., Malt, R. A., & Oates, W. E. (1969). The rising cost of local public services: some evidence and reflections. *National Tax Journal*, 22(2), 185-202. Available online at: <https://pdfs.semanticscholar.org/cfc8/49137f5c0720af0f6eb13d249ceacc7c432d.pdf>

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- 2 ER Blöndal, J. R. (2006). Budgeting in Singapore. *OECD Journal on Budgeting*, 6(1), 45-85.
- 3 ER Wildavsky, A. (1961). Political implications of budgetary reform. *Public Administration Review*, 21(4), 183-190.
- 4 SH 9. The Movement for Budgetary Reform in the States (1918) William F. Willoughby.
- 5 ER Key, V. O. (1940). The lack of a budgetary theory. *American Political Science Review*, 34(6), 1137-1144.
- 6 SH 22. The Road to PPB: The Stages of Budget Reform (1966) Allen Schick.
- 7 ER Reinikka, R., & Svensson, J. (2004). Local capture: Evidence from a central government transfer program in Uganda. *The Quarterly Journal of Economics*, 119(2), 679-705.
- 8 ER Andrews, M., Duncombe, W., & Yinger, J. (2002). Revisiting economies of size in American education: Are we closer to a consensus? *Economics of Education Review*, 21, 245-262.

Week 10 (October 22): Organizational Theories

- 1 ER Meyer, J. W., & Rowan, B. (1977). Institutionalized organizations: Formal structure as myth and ceremony. *The American Journal of Sociology*, 83(2), 340-363.
- 2 ER Dacin, M., Tina, J. G., & Scott, W. R. (2002). Institutional theory and institutional change: Introduction to the special research forum. *Academy of Management Journal*, 45, 45-57.
- 3 ER DiMaggio, P., & Powell, W. (1983). The iron cage revisited: Institutional isomorphism and collective rationality in organizational fields. *American Sociological Review*, 48, 147-160.
- 4 ER Williamson, O. E. (1991). Comparative economic organization: The analysis of discrete structural alternatives. *Administrative Science Quarterly*, 36(2), 269-295.
- 5 ER Williamson, O. E. (1999). Public and private bureaucracies: A transaction cost economics perspective. *Journal of Law Economics & Organization*, 15(1), 306-342.
- 6 ER Uzzi, B. (1997). Social structure and competition in interfirm networks: The paradox of embeddedness. *Administrative Science Quarterly*, 42, 35-67.
- 7 ER Hargadon, A. B., & Douglas, Y. (2001). When innovations meet institutions: Edison and the design of the electric light. *Administrative science quarterly*, 46(3), 476-501.
- 8 ER Ulrich, D., & Barney, J. B. (1984). Perspectives in organizations: Resource dependence, efficiency, and population. *Academy of Management Review*, 9(3): 471-481.

Week 11 (October 29): Student Presentations

Week 12 (November 5): Student Presentations

Week 13 (November 12): Agendas of Our Choice

- End of the Syllabus -