

**PUBLIC ADMINISTRATION 9916  
THEORIES OF PUBLIC ADMINISTRATION**

Instructor: James Jenkins  
E-Mail: [jjenki46@uwo.ca](mailto:jjenki46@uwo.ca)

<b>COURSE DESCRIPTION</b>
---------------------------

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 venues. Literature included in this course will be drawn from a range 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 also complete practical in-class assignments and apply theory to practice.

<b>REQUIRED READING</b>
-------------------------

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 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.

<b>COURSE REQUIREMENTS</b>
----------------------------

Participation: 20%

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

Group Discussion and Presentations: 30% (10% x 3)

During three 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.

Online Article Responses: 20% (2 x 10%)

On two occasions, students will submit a news article at the conclusion of one of our meetings that they believe encapsulates the theory or content from that class. Students should include the full article (pasted and copied) with a description of no more than 1,000 words describing how the article is applicable to the week's material. Students can determine on their own which week in which they submit an article and response. No outstanding submissions will be considered after the final class. This material should be submitted through OWL at the conclusion of the class.

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 8 double-spaced, pages in length, include at least 6 other academic sources and be submitted electronically by the conclusion of our October 22<sup>nd</sup> meeting.

<b>ENROLLMENT RESTRICTIONS</b>
--------------------------------

Enrollment in this course is restricted to graduate students in the Local Government Program's Master of Public Administration stream, as well as any student that has obtained special permission to enroll in this course from the course instructor as well as the Graduate Chair (or equivalent) from the student's home program.

<b>HEALTH/WELLNESS SERVICES</b>
---------------------------------

Students who are in emotional/mental distress should refer to Mental Health@Western <http://www.uwo.ca/uwocom/mentalhealth/> for a complete list of options about how to obtain help.

### ACCESSIBLE EDUCATION WESTERN (AEW)

Western is committed to achieving barrier-free accessibility for all its members, including graduate students. As part of this commitment, Western provides a variety of services devoted to promoting, advocating, and accommodating persons with disabilities in their respective graduate program.

Graduate students with disabilities (for example, chronic illnesses, mental health conditions, mobility impairments) are strongly encouraged to register with Accessible Education Western (AEW), a confidential service designed to support graduate and undergraduate students through their academic program. With the appropriate documentation, the student will work with both AEW and their graduate programs (normally their Graduate Chair and/or Course instructor) to ensure that appropriate academic accommodations to program requirements are arranged. These accommodations include individual counselling, alternative formatted literature, accessible campus transportation, learning strategy instruction, writing exams and assistive technology instruction.

### STATEMENT ON ACADEMIC OFFENCES

Scholastic offences are taken seriously and students are directed to read the appropriate policy, specifically, the definition of what constitutes a Scholastic Offence, at the following Web site:  
[http://www.uwo.ca/univsec/pdf/academic\\_policies/appeals/scholastic\\_discipline\\_grad.pdf](http://www.uwo.ca/univsec/pdf/academic_policies/appeals/scholastic_discipline_grad.pdf)

### SCHEDULE OF TOPICS AND REQUIRED READINGS

September 23, 2022

3:00pm – 7:00pm

Introduction & Machinery of Government

Readings	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>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 (2): 271-290</p>
--	---

September 24, 2022

9:00am – 4:00pm

Theories of Bureaucratic Politics and Political Institutions

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>Brehm, 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><b><u>Group discussion and presentation 1:</u></b> Is public administration an art, a science, or a profession?</p> <p><b><u>Group discussion and presentation 2:</u></b> 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</p>
-----------	--

	<p>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>
--	---

October 21, 2022

3:00pm – 7:00pm

Accountability

Readings	<p>Doberstein, Carey. 2013. "Metagovernance of Urban Governance Networks in Canada: In Pursuit of Legitimacy and Accountability." <i>Canadian Public Administration</i> 56 (4): 584-609.</p> <p>Conteh, Charles. 2016. "Rethinking Accountability in Complex and Horizontal Network Delivery Systems." <i>Canadian Public Administration</i> 59 (2): 224-244</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>
----------	---

October 22, 2022

9:00am – 4:00pm

Institutional, Economic & Legal Approaches to Public Administration

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. "G." <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>
--	---

Exercises	<p><b><u>Group discussion and presentation 1:</u></b> 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> <p><b><u>Group discussion and presentation 2:</u></b> read the following articles on Internet Voting:</p> <p>Goodman, Nicole, Michael McGregor, Jerome Couture and Sandra Breux. 2017. "Another Digital Divide? Evidence that the Elimination of Paper voting Could Lead to Digital Disenfranchisement." <i>Policy &amp; Internet</i>.</p> <p>Kamenova, Kalina and Nicole Goodman. 2013. "A New Participatory Policy Model: The Edmonton Citizens' Jury on Internet Voting." <i>Canadian Parliamentary Review</i></p> <p>Consider the institutional context of the participatory process in Edmonton. Was this the right approach to examine internet voting? How concerned are you with the possibility of vote disenfranchisement? If so, how could the process be more inclusionary?</p>
Assignment	Article review and critique due

November 25, 2022

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>
--	--

November 26, 2022

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>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. 2014. "Digital Dilemmas: Values, Ethics and Information Technology." <i>Canadian Public Administration</i> 57 (2): 295-317</p> <p>MacEwen, Philip. 2018. "The ethical significance of Michael DiBiase v. City of Vaughan." <i>Canadian Public Administration</i>, 2018, Vol.61 (S1), p.66-78</p>
----------	--

Exercises	<p><b><u>Group discussion and presentation 1:</u></b> read the following article:</p> <p>MacEwen, Philip. 2018. "The ethical significance of Michael DiBiase v. City of Vaughan." <i>Canadian Public Administration</i>, 2018, Vol.61 (S1), p.66-78</p>
-----------	---

	<p>Evaluate the effectiveness of Integrity Commissioners in addressing the ethical subjects in this week's readings. What limitations does this system have for Council-staff relations, and what options exist to strengthen the ethical framework within staff?</p> <p><b><u>Group discussion and presentation 2:</u></b> read the following article:</p> <p>Wheeland, Chaig M. "Gregory C. Smith: A Township Manager Effectively Managing Ethical Dilemmas." Public Integrity 15(3): 265-81</p> <p>Consider the story of Gregory C. Smith. Do you think that Smith effectively managed this ethical dilemma? Consider his choices until his resignation. Do you think he did enough? What would you have done?</p>
--	---