1. Course Description

This course is focused on public administration as a concept—the diversity of guiding general politico-administrative principles that determines how a government can administer the affairs of state within a governance framework—and as praxis—the diversity of perspectives on administration structures, procedures and practice. It explores the implications of the different styles of public administration for the provision of public services, public ethics, public accountability, the ‘ideal-type’ public administrator, and the administrative reform agenda. It also reviews the style of public administration adopted in a selection of countries that have been informed by different public administration principles.

2. Course Intended Learning Outcomes

Upon successful completion of the course, students will be able to:

• explain the relationship between the different modes of societal governance and the styles of public administration
• explain and critically assess the contending approaches to public administration:
  • Confucian public administration
  • Platonic public administration
  • Hegelian public administration
  • Weberian public administration
  • Neo-Weberian public administration
  • Post-communist public administration
  • The New Public Management
  • Post-modern public administration
  • Adhocracy
  • Collaborative public administration
  • Post-bureaucratic public administration
  • Post-traditional public administration;
• explain the implications of the contending styles to public administration for:
  • the style of public services provision
• the basis of public ethics
• the basis of justice
• the ‘ideal-type public administrator’
• the administrative reform agenda;
• describe the public administrative systems in a selection of countries
• communicate ideas and information clearly and effectively English; and
• work effectively with others in the pursuit of common objectives.

3. Learning Philosophy

The learning philosophy of this course is that it is the student who constructs meaning from knowledge provided, not the teacher who imparts it. The measure of the full value of the learning achieved is whether students can demonstrate:

- an understanding of the knowledge (paradigms, concepts, techniques and information) learnt;
- an ability to generalize about possible applications of that learning;
- a spirit of inquiry that prompts them to ask and discover important questions;
- a critical self-understanding (of their perceptions, of the way they construct meaning, and of their behaviors and habits) so as to attain the critical awareness (to be able (1) to discriminate small differences of meaning — discriminate reflectivity — and (2) to be able to make wise ethical judgments); and
- the ability to update their learning.

4. Learning Philosophy

The learning philosophy of this course is that it is the student who constructs meaning from knowledge provided, not the teacher who imparts it. The measure of the full value of the learning achieved is whether students can demonstrate:

- an understanding of the knowledge (paradigms, concepts, techniques and information) learnt; and
- a spirit of inquiry that prompts them to ask and discover important questions.

5. Method of Instruction

The course will be taught by a combination of lectures, discussion, and group presentations.

- Class sessions will involve both knowledge transfer and interactive discussions to reinforce understanding. Students are expected not to be more than passive listeners.
• Careful listening of lecture will be of benefit, with the learning reinforced by doing all the required readings.
• *Learning Groups* are an important part of the learning process embedded in this course; they are intended to achieve specific individual and collective learning goals (e.g. to produce a learning outcome (e.g. a group oral or written presentation) that contributes to the achievement of individual learning goals, by means of group processes that (1) decide on (a) the group work plans, and (b) each individual group member’s contributions, and (2) that ensure the delivery of (a) each group members’ agreed contributions, and (b) the desired group outcomes (e.g. a coordinated and cohesive group presentation).

6. Course Teaching Schedule

**Week 1-2:** The Idea of Public Administration:
1. **An Exploratory Comparative Framework**

- Definition of Public Administration
- Perspective on the Individual in Society
  - Individualism
  - Collectivism
- Societal Governance
  - Governance themes
- Societal Governance and Public Administration
  - Hierarchical governance
    - Bureacratic public administration
  - Market self-governance
    - Managerialized public administrative
  - Network governance
    - Participative public administration
- Perspectives on the State
  - Elitism
  - Pluralism
  - Marxism
- The Machinery of Government
- The Civil Service
  - A Career Service
- Public Service Delivery
  - Direct provision
  - Contracted provision
- Public Administration and Ethics
- Public Administration and Justice
- Public Administration and Accountability
- The ‘Ideal-type Public Administrator’
  - The contending attributes of the ‘ideal-type public administrator’
• Governance and the Contending Public Sector Reform Agenda
• Public Sector Reform Objectives

Debate 1
• Hegel’s proposition that “The strength of the state is lies in the unity of its universal end with the particular interest of individual.”

Reading
Essential
• Australia, Museum of Australia 2014
• Fieser 2006
• Kukatha 2008
• Levi-Faur 2011

Weeks 3-5: Hierarchical Governance and Public Administration

• Informing Governance Philosophies and Values:
  • Absolutism
  • Totalitarianism
  • Authoritarianism
  • Conservatism
  • Neo-conservatism
  • Social liberalism
  • Socialism
  • Democratic socialism
  • Social democracy
• Style of Governance
  • Patrimonial governance
  • Authoritarian governance
  • Monarchical governance
  • Representative democracy
• Style of State
  • The Confucian state
  • The Platonic state
  • The Hegelian state
  • The Weberian state
  • The authoritarian state
  • The theocratic state
  • The social democratic state
• Style of Public Administration
  • Confucian public administration
  • The Platonic public administration
  • Weberian public administration
  • Neo-Weberian public administration
  • Post-communist public administration
• Style of Provision of Public Services,
  • Bureaucratic provision
• Basis of Public Ethics
  • Deontological ethics (duty ethics)
• Basis of Justice
  • Desert distributive justice (contribution to society)
  • Procedural justice (procedures producing correct decisions)
• Basis of Public Accountability
  • Hierarchical (upward—organizational/political) accountability
• The ‘Ideal-type Public Administrator’
  • The consummate bureaucratic administrator
• Administrative Reform Agenda:
  • Reforms must reinforce the supremacy of the collective

Debate 2 and 3
• Confucius’s proposition that "rule by virtue and good sense" is superior to "rule by force".
• Plato’s proposition that "Until philosophers rule as kings [taken to mean as public administrators]...until political power and philosophy entirely coincide...cities will have no rest from evils,... nor, I think, will the human race."

Reading
  Essential
  • Kukatha 2008
  • Lynn 2008
  • Mises [1944] 1963
References
  • “Theocracy”
  • Wright 2014

Week 6-8: Market Self-Regulation Governance and Public Administration

• Informing Governance Philosophies and Values:
  • Libertarianism
  • Anarchism
  • Liberalism
  • Neoliberalism
• Style of Governance
  • Protective democracy
  • Anarchical self-governance
  • Deliberative democracy
  • Participatory democracy
• Style of State
The liberal state
- The neo-liberal state
  - The hollowed-out state
  - The minimalist state
- The Participatory state

Style of Public Administration
- New public management

Style of Provision of Public Services
- Managerialized (budget-funded) public provision
- Commercialized public provision
- Corporatized public provision
- Privatized provision

Basis of Public Ethics
- Consequential ethics

Basis of Justice
- Desert-based distributive justice (capacity to pay)
- Procedural justice (a fair balance between the costs of the procedure and the benefits that it produces)

Basis of Public Accountability
- Market (downward—client/customer) accountability

The ‘Ideal-type Public Administrator’
- The consummate manager of public resources

Administrative Reform Agenda:
- Reforms must seek to inculcate market forces into the public sector and business-like practices into public administration

Debate 4
- Rhodes’ proposition that "The ‘hollowing out of the state’ means simply that the growth of governance [away from hierarchical governance] reduced the ability of the core executive to act effectively, making it less reliant on a command operating code and more reliant on diplomacy [interpersonal and discourse skills]."

Reading
Essential
- Kouzmin and Dixon 2005
- Kouzmin, Dixon and Korac-Kakabadse 2001
- Milward and Provan 2000
- Mintrom 2003

References
Shah 2010

Weeks 9-11: Network Governance and Public Administration
- Informing Governance Philosophies and Values:
  - Humanism
  - Associationalism
• Communitarianism
• Corporatism
• Anarcho-communism
• Anarcho-syndicalism
• The empowerment movement
• The human relations movement

• Style of Governance
  • Associational democracy
  • Collaborative democracy

• Style of State
  • The pluralist state
  • The corporatist state
  • The multicultural state

• Style of Public Administration
  • Post-modern public administration
  • Adhocracy
  • Collaborative public administration
  • Post-bureaucratic public administration
  • Post-traditional public administration

• Style of Provision of Public Services
  • Collaborative provision

• Basis of public ethics
  • Virtue (situational) ethics

• Basis of Justice
  • Needs-based distributive justice (egalitarianism)
  • Procedural justice (those who are affected having an opportunity to participate in decision-making)

• Basis of Public Accountability
  • Stakeholder (horizontal) accountability

• The ‘Ideal Public Administrator’
  • the consummate network builder, facilitator, and manipulator

• Administrative reform agenda:
  • Reforms must seeks to inculcate inclusive, participative, and collaborative processes to enhance the creativity and outcomes of public administration

Debates 5-7
• Vigoda-Gadot’s proposition that collaboration in public administration not "merely a utopian idea with minimal impact on the administrative process."

• Weber's proposition that because of the dominance of instrumental rationality in a bureaucrcy, it becomes an 'iron cage'; that traps highly specialized people who have little awareness of the relationship between their jobs and the organization as a whole: and thus as Weber foresaw "It is horrible to think that the world would one day be filled with little cogs, little men clinging to little jobs and striving towards the biggest ones."
• Farmer's proposition that traditional Weberian public administration should be killed off and replaced by a style of public administration that “emphasizes imaginative thinking and action in government.”

Reading
Essential
• Ansell and Gash 2008
• Bogason 2004
• Bud 2007
• Dolan 2010
• Farmer 2007
• Lynn 2008
• Vigoda-Gadot 2004

References
• Considine 2003
• Davies 2011
• Dugan 2003
• FRIDE 2006
• Kernagham 2000

Week 12-13: Seminar Presentations:

7. Assessment Scheme

The course grade will be based on the following three (3) assessments:

1. Class Debates: 25%

Students will form into groups of 4-6 people to debate the appropriateness of one of the following propositions in relation to the conduct and/or the reform of public administration

1. Hegel's proposition that "The strength of the state is lies in the unity of its universal end with the particular interest of individuals.”
2. Confucius's proposition that "rule by virtue and good sense" is superior to "rule by force".
3. Plato's proposition that "Until philosophers rule as kings [taken to mean as public administrators]...until political power and philosophy entirely coincide...cities will have no rest from evils,... nor, I think, will the human race.”
4. Rhodes' proposition that "The 'hollowing out of the state' means simply that the growth of governance [away from hierarchical governance] reduced the ability of the core executive to act effectively, making it less reliant on a command operating code and more reliant on diplomacy [interpersonal and discourse skills]."
5. Vigoda-Gadot's proposition that collaboration in public administration not "merely a utopian idea with minimal impact on the administrative
process."

6. **Weber's** proposition that because of the dominance of instrumental rationality in a bureaucracy, it becomes an 'iron cage'; that traps highly specialized people who have little awareness of the relationship between their jobs and the organization as a whole: and thus as Weber foresaw "It is horrible to think that the world would one day be filled with little cogs, little men clinging to little jobs and striving towards the biggest ones."

7. **Farmer's** proposition that traditional Weberian public administration should be killed off ["kill the king"] and be replaced by a style of public administration that “emphasizes imaginative thinking and action in government.”

Each debate will take the form of equal numbers speaker arguing the appropriateness/inappropriateness of their chosen proposition. Each speaker is expected to speak for 5 minutes.

The presentations schedule is incorporated into the Course Teaching Schedule.

**Assessment criteria:**

- Group presentation 10%
  - The strength of the overall case presented
  - Individual oral presentation skills: 15%
    - clarity of argument
    - quality and use of presentation aids

2. **Country Public Administration Profiles** 25%

Students will form into groups of 3-4 people to report on the nature of public administration in one of the following countries:

**Australia**

**Central African Republic**

**Chile**
UN, Department of Economic and Social Affairs (DESA) (2004). *Republic of*

China

France

Georgia

Germany

Iran

Kazakhstan

New Zealand

Russia
UN, Department of Economic and Social Affairs (DESA) (2004). Russian Federation: Public Administration Country Profile. Available at:
Saudi Arabia

Singapore

Sweden

United Kingdom

United States of America

Each report (approximately 8 pages of text (double-spaced, Arial 12 point typeface, bullet-points encouraged) and present (maximum 30 minutes duration) will cover:

- The country:
  - its people
  - its economy
  - its public sector
- Structure of Government
- The State and Civil Society
- The Civil Service
- Ethics and the Civil Service
- Distinctive Features
The presentations are in Weeks 12 and 13.

**Assessment criteria:**

- Written report: **10%**
  - Knowledge of subject
- Individual oral presentation skills: **15%**
  - Clarity of expression
  - Quality and use of presentation aids (e.g. PowerPoint)

3. **Final Exam** **50%**

This will be of 120 minutes duration, and the paper will have the following structure:

- Compulsory question **20%**
- Choice of two out of four other questions **30%**

8. **Instructional Resources**

**General Reference**


**Specialized Reading**

“Theocracy”. Available at: [http://www.princeton.edu/~achaney/tmve/wiki100k/docs/Theocracy.html](http://www.princeton.edu/~achaney/tmve/wiki100k/docs/Theocracy.html)


DMINISTRATION+POMOADMfinal.pdf


Public-Administration-and-public-policy-146-International-handbook-of-
public-proc.pdf


