

The Foundations of Public Administration Series is a collection of articles written by experts in 20 content areas, providing introductory essays and recommending top articles in those subjects.

Administrative History

Course Description

Administrative history or the history of government can be studied to satisfy curiosity and for utilitarian motives. Chronicling the history of government for reasons of curiosity has been the playground of historians, anthropologists, sociologists, and political scientists. Within the study of public administration attention for the past has generally been motivated by the desire to find ‘lessons’ or usable knowledge. This is to be expected in a study that feels compelled to address current and future challenges without much regard for the past. Paradoxically, we all know – and policy makers and scholars certainly do – that past actions and decisions influence present actions and decisions, and, thus, future outcomes. To what extent the past influences the present and the future will always be up for discussion.

In this course you will familiarize yourself with administrative history. Attention will be given to some of the basic building blocks of administrative history: its definitions, some of its concepts, and the nature of time. You will then learn more about the origins and development of government in the world, considering processes such as political and administrative centralization, specialization of jurisdiction, of organization, and of office, and dissemination of Western public sector structures and practices throughout the world. Against this general background, we will study the administrative history of the country where you live with attention for both the history of your government and for the history of the study of public administration in your country. This provides the foundation upon which the administrative history of any of the specializations within the study of public administration can be outlined. Thus attention can be paid to personnel management, budgeting and finance, policy making, organizational structure and theory, public sector ethics and culture, implementation, citizen participation, etc. etc.

The question remains, of course, what the study of administrative history can do for the study of public administration? The answer is quite simple. A persistent and thoughtful study of the past provides potential clues, not definitive answers, to understanding, not explaining, present challenges and potential solutions to current problems. The research is out there. But to find research relevant to a particular problem, the practitioner, the student, and the scholar must be willing to range far and wide. We cannot assume that knowledge and ideas are only available in the public administration literature. Perhaps more important, studying administrative history helps understanding the origins of (our) government and the limitations within which any practitioner has to work.

Course Objectives

The purpose of this course is to provide a comprehensive overview of the theories, issues, problems and processes associated with administrative history.

Knowledge Competencies

Upon successful completion of this course the student will be:

1. familiar with concepts of and theories about administrative history;
2. able to apply these concepts and theories to concrete national traditions;
3. discover the degree to which national administrative systems varied in their historical development;
4. able to form reasoned opinions about the embeddedness of the national study of public administration in the national administrative traditions.

Skill Competencies

Upon successful completion of this course the student will be:

1. able to find and use information through library, electronic and archival research;
2. able to communicate ideas in a professional and effective manner through participation in class discussions, through written assignments, and through formal presentations;

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Administrative History – Syllabus

Jos C.N. Raadschelders

3. able to evaluate a scholarly study in administrative history in the form of a book review of journal quality;
4. able to develop a critical bibliography of one particular aspect of the national administrative history;
5. able to distinguish which studies are of ground-breaking, seminal character;
6. able to collect primary and secondary source materials to develop an administrative history of an aspect of local, county, or state government.

Course Structure:

This model curriculum works with modules. Modules I and II and V and VI are general by nature and thus useful for courses anywhere. The content of modules III and IV are specific to the American situation, and instructors from other countries should feel free to tailor these two modules to the situation in their particular country. The instructor can organize each class session in a way that they find pedagogically most profitable. Possibly a combination of lectures, class discussions, student presentations, film material, etc, might work best.

Readings

Notes to instructors:

Many of the readings in this syllabus are drawn from the *Public Administration Review*. There are some articles from other journals and edited volumes. A complete listing of references to PAR-articles in this syllabus as well as a listing of other references in the introductory text to this topic in the series of 'Foundations of Public Administration' is found in a separate file on this webpage.

In addition to these references the instructor may wish to consider the following three handbooks of which a brief description and characterization is provided:

- E.N. Gladden (1972). *A History of Public Administration*. London: Frank Cass (two volumes). A decent descriptive analysis of the history of governments from ancient times up to the present based on limited literature resources. The book is out of print.
- S.E. Finer (1997). *The History of Government*. Oxford: Oxford University Press (three volumes). A very good and extensive descriptive analysis, based on a theoretical framework developed in volume I, of the history of governments from ancient times up to the present. The analysis is based on extensive literature sources. Size and price prohibit prescribing this book.
- Jos C.N. Raadschelders (1998). *Handbook of Administrative History*. New Brunswick, NJ: Transaction (paperback 2000). A dense introduction to administrative history, with a focus on the Western world since the high middle ages. The book provides extensive literature organized by continent and country. Still available in print.

Assignments and Grading Scale

Grading in this course is based on performance in five areas, each of which is described in detail below:

1. Class Participation (10%)

Participation is very important and thus counts for 10% of the grade (i.e. a full letter grade). Productive participation requires that the student reads the prescribed literature prior to every class, is able to actively engage in class discussions, and completes assignments on time,.

2. Book Review (or set of articles) (20%)

The student will have to select a book-length study in or relevant to administrative history. Instead, it possible to select a minimum of 10 journal articles on one topic (for suggestions, see extended bibliography in Raadschelders, 1998). The student will develop a paper and a presentation that focuses on the main message of the book or articles. The book review paper will have the following components:

1. *Introduction*: contains a brief introduction into the relevance of the subject matter of the book/articles you selected. The introduction should invite the reader to continue reading.

2. *Summary of the Book* (5 pages): discuss the content of the book in about 5 pages. Focus on the main thesis of the study and highlight how the author(s) have developed that thesis. Indicate whether or not you find that the author(s) has lived up to the promises made in the foreword, introduction, and first chapter of the book. You are invited to pay extra attention to one issue addressed in that book that you found particularly interesting. Also elaborate where you feel the book is incomplete or not.

2. *Discuss Book Content and (Possible Influence)*. There are two options here. Option 2.a is for those who write a book review of an older book; option 2.b for those who write a study of a recent book. Look at book reviews in PAR of the last three years to get an idea of how book reviews are written.

2.a *Reception of the Book* (3 pages) If an older book, it is possible to discuss the impact it had by looking at reviews in scholarly journals. Is there a difference between early reviews and references to the book in later years. Trace the ‘history’ of the book by outlining which book reviews appeared in what journals and how they

evaluated the book. Was there consensus about its quality or were there differences of opinion? (check at the *Book Review Digest* and the *Book Review Index* in the library). Also, pay attention to how often a book has been referenced since its publication (check Social Science Citation Index).

2.b *Quality of the Book* (3 pages) If a recent book, then you should discuss what contribution it makes to current knowledge and understanding of the topic. How does this study differ from earlier studies on this topic, that is, in terms of new interpretation of existing facts, or does it provide new information, and/or are new methods used? Also, pay attention to the disciplinary background of the author: Is s/he an public administration scholar, a historian, a sociologist, etc., and does this influence the structure and content of their argument?

3. *Relevance* (4 pages): A discussion on whether or not this book is relevant to the study of public administration in general and whether you find it useful for classroom purposes.

3. Individual Research Paper (30%) *Format and Content of the Research Paper*

Each student will have to write an individual research paper based on secondary sources about a particular aspect of her/his country's administrative history. Examples of topics include but are not limited to: budget and finance, organizational structure, organizational culture, public sector ethics, a policy area, the civil service, political-administrative relations, citizen participation, territorial administration, intergovernmental relations, etc. For examples of such studies, consult the Forum section in the *Yearbook of European Administrative History*. Questions you can ask include (and you are certainly invited to address questions of your own):

- What literature is available on the topic of your choice?
- what time span is most prominent (e.g., focus on recent centuries, or earlier times, or Antiquity, etc.)?
- what is the dominant academic background of the scholars on this topic (public administration, history, sociology, anthropology, etc.)?

1. *General page format*: The paper should be typed on 8,5 by 11-inch paper. *Margins* should be one inch on all sides of the paper. Select a *font* that is plain and easy to read such as Times Roman or Courier, 12 point type. Line spacing should be 1.5. *Page numbers* should start on the first page with text (hence the title page and the table of contents do not count as a page). *Do not* bind your paper or enclose it with a plastic cover. Place one staple in the upper left corner, or use a paper clip at the top of the paper. The paper should be about fifteen pages in length.

2. *Title page*: the following information will be centered on the title page:

Title of paper

Name of author

Course name, section number

Professor

University

Date

3. *Discussion of Available Literature*: It might be challenging to read everything available on a topic, hence why an effort should be made to select the most important literature among a larger body of literature. The instructor should be able to help you with this. This helps to develop a very important skill: learning to distinguish ground-breaking and novel studies from the ‘rank and file’. Keep in mind that there is so much published in any particular area, that it is almost impossible to read everything. Hence, it is important, especially for those who wish to pursue an academic career, to learn how to distinguish important contributions among the many studies annually published by book publishers.

4. *List of References*: Alphabetically organized according to PAR-style of references.

4. Team Project (30%)

Each student will participate in developing a group research paper based on primary and secondary sources about a particular aspect of administrative history of their local government, or their county/provincial government, or their national governments (including federal states such as Argentina, Australia, Brazil, Canada, Germany, India, Mexico, and the United States). Examples of topics include but are not limited to: budget and finance, organizational structure, organizational culture, public sector ethics, a policy area, the civil service, political-administrative relations, citizen participation, territorial administration, intergovernmental relations, etc.

1. *General page format*: The paper should be typed on 8,5 by 11-inch paper. *Margins* should be one inch on all sides of the paper. Select a *font* that is plain and easy to read such as Times Roman or Courier, 12 point type. Line spacing should be 1.5. *Page numbers* should start on the first page with text (hence the title page and the table of contents do not count as a page). *Do not* bind your paper or enclose it with a plastic cover. Place one

staple in the upper left corner, or use a paper clip at the top of the paper. The paper should be about thirty pages in length.

2. *Title page*: the following information will be centered on the title page:

Title of paper

Name of author

Course name, section number

Professor

University

Date

3. *Content of Research Paper*: Groups of four to five students are considered ideal. In their first meeting the students should select the topic of their interest (for instance, the development of organization differentiation in a particular local government; the origins and development of the water plant, or the parks and recreation department, etc.) and divide labor accordingly. They will have to develop a list of possible interviewees in order to capture recent (i.e., past four to five decades) developments (oral history). They should consult local archival sources (either in municipal or national archives), and/or consult documents kept in municipal, county, or state government offices (e.g., minutes of city council, budget of city, newspapers, etc.). The paper should include:

- an overview of origins and development of the topic of interest for a specified period of time (a number of decades, one century, etc.);
- use of autobiographical/oral sources (through interviewees of long-time employees and retirees);
- use of primary written sources such as minutes, budgets, newspaper articles, etc.
- use of secondary sources (earlier studies on the subject in the jurisdiction of choice, if available) (one can look at urban history for the larger cities, and at county or state publications; e.g., the History of Oklahoma).

5. Presentation Team Project (10%)

The four teams will present their research in about 15 to 20 minutes followed by 10 to 15 minutes of discussion.

Academic Misconduct:

University policy will be followed. See the Academic Misconduct Code.

Students with disabilities:

Any student in this course who has a disability that may prevent him or her from fully demonstrating his or her abilities should contact me personally as soon as possible so we can discuss accommodations necessary to ensure full participation and facilitate your educational opportunities.

Religious Holidays:

It is the policy of the University to excuse absences of students that result from religious observances and to provide without penalty for the rescheduling of examinations and additional required class work that may fall on religious holidays.

Course Program

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1. PAR articles mentioned below may be to larger or to lesser extent relevant to the subject of that week and/or to the specialization (the latter especially for weeks 11 to 13). Also, some PAR articles concern (aspects of) administrative history of other countries. It is up to the instructor to select and prescribe literature useful to the focus of her/his lectures. For the full list of references see the general introduction to this foundation of public administration.
2. From weeks 5 to 13 the instructor could consider to have students do presentations of their individual book review, and/or their individual research paper. The instructor might consider for each week relevant book titles from among which the student can choose, and thus assure that there is at least one book review every week. The instructor might also consider to suggest a few research topics for each week from among which the student can choose. Again, this is to assure that the full range of weekly topics is used.

Unit I: The Study of Administrative History

Week 1: What is Administrative History?

Topics:

a) *The nature of time* (no literature: see general introduction)

(PAR article: Gulick 1987).

b) *What is administrative history?*

(PAR articles: Adams 1992; Gaus 1948; Nichols 1944; Wilmerding 1995)

(see also: Jos C.N. Raadschelders (1994). Administrative History: contents, meaning, and usefulness. In *International Review of the Administrative Sciences* 60(1): 117-129).

c) *Why administrative history?* (see also general introduction)

(PAR articles: Mansfield 1951; Rosenbloom 2001).

d) *Three General Topics in administrative history:*

Topics in Administrative history:

- the history of government – society relations: e.g., political-administrative relations, citizen participation
- the history of government itself: civil servants, organization, reform,, finance and revenue, policy, intergovernmental relations, etc.
- the history of the study of public administration: when did it emerge, national traditions, national authors.

e) *Development of Administrative History*

(with regard to the USA see Jos C.N. Raadschelders. 2000. Administrative History of the United States:

Development and State of the Art. In *Administration & Society*, 32(5): 499-528; and Jos C.N. Raadschelders.

2002. Woodrow Wilson on the History of Government. Passing Fad or Constitutive Framework for His Philosophy of Governance? In: *Administration & Society*, 35(5): 579-598.

f) *Methods of administrative history* (see also general introduction)

(PAR article: Ponko 1967).

Unit II: The Origins and Development of Government in the World

Week 2: What Interdependencies between Society and Government

Topics:

a) *Government as Function of Population Size and Density* (no literature: see general introduction)

b) *Political and Administrative Centralization*:

(literature: Bernard S. Silberman (1993). *Cages of Reason. The Rise of the Rational State in France, Japan, the United States, and Great Britain*. Chicago/London: The University of Chicago Press).

Week 3: Specialization of Government

Topics:

a) *Territories* (i.e., dividing up the territory in jurisdictions at subnational levels),

(literature: on territorial subdivision see Jos C.N. Raadschelders (2002). *An Administrative History Perspective on Church-State Relations: On the Varied Impacts of Judeo-Christian Heritage and Organized Religion*. In *ibid.* (ed.), *Church and State in European Administrative History*. Vol.14 of the Yearbook of European Administrative History. Baden-Baden: Nomos Verlagsgesellschaft, 1-20);

b) *Offices* (i.e., professionalization)

(PAR articles: Beyer 1959; Epstein 1950; Etz 1964; Karl 1987)

(see also specialization of individual offices, Raadschelders, 1998, ch.7);

c) *Organization and Reorganization* (departmentalization; vertical and horizontal differentiation)

(PAR articles: Garnett 1987; Hendrickson 1941; Herson 1975; Mansfield 1969; Snyder 1969)

(see also Jos C.N. Raadschelders (1997). *Size and Organizational Differentiation in Historical Perspective*. In *Journal of Public Administration Research and Theory*, vol.7 no.3, 419-441) and Jos C.N. Raadschelders 1998a ch.6; James L. Garnett. 1980. *Reorganizing State Government: The Executive Branch*. Boulder, CO: Westview Press; Richard Chakerian. 1996. *Reorganization of State Governments: 1900-1985*. *Journal of Public Administration Research and Theory* 6(1), 25-47).

Week 4: Colonization and Development Aid

Dissemination of Western structures and practices of government through colonization and development aid

(PAR articles: Farazmand 1999; Siffin 1976; Strauss 1964)

(see also: *Yearbook of European Administrative History*, vol.18, 2006;; Raadschelders, 1998, ch.10).

Unit III: American Administrative History (or other country)

Week 5: From Colony to Federal State, 1621-1787

(PAR articles: Caldwell 1943, 1944, 1976; Rohr 1993a; Spicer & Terry 1993a and b; Stillman 1990; White 2000).

Week 6: Triumph of Small Government 1787-1883

(PAR articles: Albion 1945; Newbold 2005; Raadschelders 2007 and 2008; Smith 1942; Somit 1948; Van Riper 1997).

Week 7: Growth and Professionalism of Government, 1883-1940

(PAR articles: Arnold 1988; Bertelli 2004; Burke 1984; Fesler 1941; Fesler 1987; Karl 1979; Lynn 2001; O'Toole 1986 and 1987; Stivers 1995 and 1999; Van Riper 1983; Williams 2003).

Week 8: The Administrative State, 1940 – present

(PAR articles: Ascher 1950; Derthick 1987; Emmerich 1945; Levine 1986; Lynn 2001; MacNamara 1950; McGill 1974; Pollitt 1996; Stillman 1987 and 1988).

Unit IV: Origin and Development of American Public Administration (or other country)

Week 9: The Progressive Era 1883-1940

(PAR articles: Fox 1968; Karl 1976; Martin 1987; Marx 1967).

Week 10: An Independent Public Administration, 1940 – present

(PAR articles: Caldwell 1965; Chevallier 1996; Frederickson 1976; Hoffman 2002; Jørgenson 1996; Kickert 1996; Pugh 1985; Riggs 1998; Rohr 1993 b; Spicer 2004; Stillman 1997. Tsao & Worthley 1995; Warren 1993).

Unit V: Historical Context of Specializations in Public Administration

Instructor is free to select whichever specialization s/he considers important: References include PAR-articles on other countries as well.

Weeks 11, 12 and 13:

PAR articles on administrative history in the broader sense:

- *Citizen – Government Relations/Citizenship:*

Par articles: Gawthrop 1984; Stenberg 1972; Stivers 1999

(see also Jos C.N. Raadschelders (1995). Rediscovering Citizenship. Historical and Contemporary Reflections. In *Public Administration* (UK), 73(4): 611-625).

- *Citizen participation:*

PAR article: Stivers 1995.

- *Political-administrative relations and Dichotomy:*

PAR article: Svara 1998

(see also Jos C.N. Raadschelders and Frits M. van der Meer (eds.) (1998). *Administration of the Summit*. Cahier d'Histoire de l'Administration no.5. Brussels: Ets. Bruylant (especially ch.1).

PAR articles in specializations of the study:

- *Biography:*

PAR articles: Burke 1984; Callahan 2006; Case 1964; Etz 1964; Fox 1968; Frost 1953; Johnson 1940; Karl 1979; Kotok 1942; Lambright 1993; Moss 1941; Sharpe 1969; Sherwood 1987; Somit 1948; Swisher 1945; Turner 1956; Walker 1954; Welsh 1970

(see also Tracey Arklay, John Nethercote, John Wanna (eds.) (2006). *Australian Political Lives. Chronicling political careers and administrative histories*. Canberra: ANU Press).

- *Constitution, law, judiciary:*

PAR articles: Heady 1987; Rohr 1997; Rosenbloom 1987; Schick 1976; Stillman 1987; Stivers 1993; Wise 1993).

- *Documents, documentation, regulation:*

PAR articles: Feinberg 2001; Fisher 1987.

- *Intergovernmental relations:*

PAR articles: Agranoff 1991; Bromage 1941; Caldwell 1946; Macy 1970.

- *Organization(s):*

PAR articles: Albion 1945; Ascher 1950; Bertelli 2004; Dancy 1977; Hadwiger 1976; Hendrickson 1941; McGill 1974; Murphy 1969 and 1972; Nelson 1945; Neuse 1983; Roarke 1978; Snyder 1969; Walker & Foxcroft 1943.

- *Organizational reform:*

PAR articles: Arnold 1988 and 1995; Clapp 1941; Donlon 1947; Fesler 1987; Garnett 1987; Kammerer 1948; Mansfield 1969; Mosher 1969; Newland 1976; O'Toole 1986; Rosenbloom 201; Seibel 1996; Stahl 1970.

- *Performance management and measurement:*

PAR articles: Haider 1979; Williams 2003.

- *Personnel, civil service, leadership etc.:*

PAR articles: Beyer 1959; Cole 1946; Cook 1992; Engelbert 1944; Epstein 1950; Guess 1984; Harris 1966; Kallen 1959; Karl 1987; Lipson 1941; Morris 1970; Mosher 1971; Newland 1976 and 1987.

- *Planning:*

PAR articles: Gross 1971; Lepawsky 1971; Wengert & Honey 1954.

- *Policy:*

PAR articles: Anagnoson 2006; Ashford 1991; Carroll 1987; Clary 1985; Goldy 1942; Stivers 1995; Willard 1950.

- *Public sector ethics:*

PAR article: Richardson & Nigro 1987.

- *Revenue and expenditure:*

PAR articles: Caiden 1987; Korb 1977; Nichols 1944; Pearson 1943; Tuttle 1949.

Unit VI: Student Presentations

Week 14: Presentation of Group Research Projects

Week 15: Debate: Why Administrative History?

Students will be organized into two groups: one to develop and advance arguments pro, and another to develop and advance arguments contra.

About the Author



Jos C.N. Raadschelders is professor of public administration and Henry Bellmon Chair of Public Service, University of Oklahoma. His main interests include administrative history and the nature of the study of public administration.

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