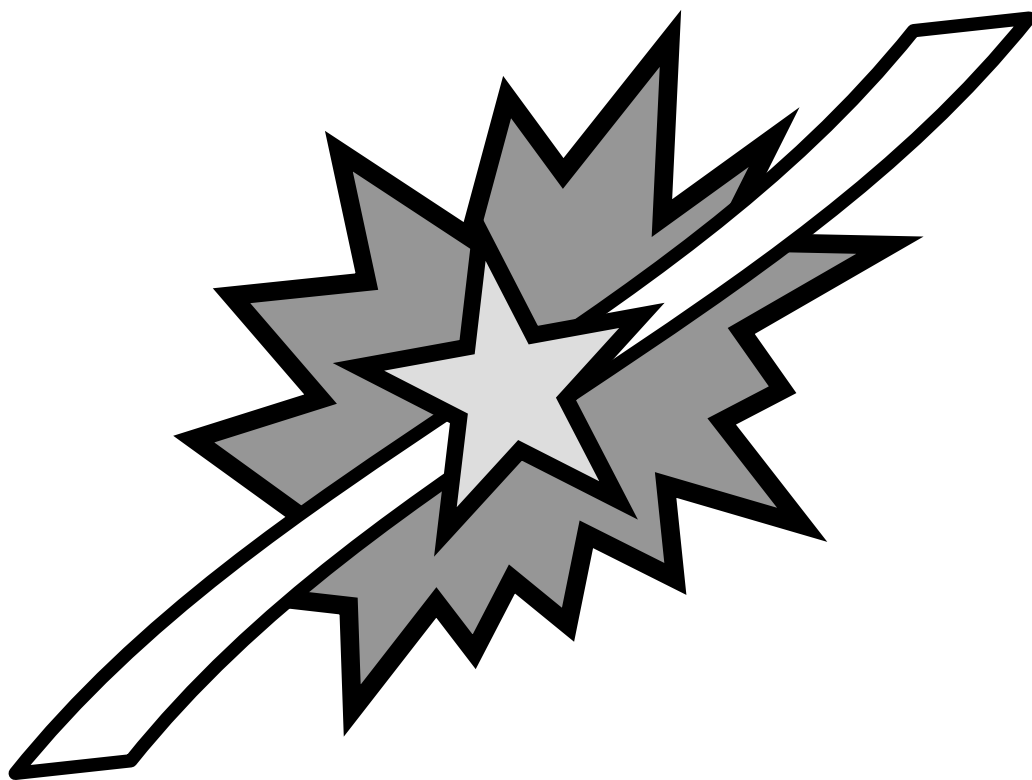


公共行政與民主政治

Public Administration and Democracy



國立政治大學公共行政學系

2018

107(1)公共行政學系公共行政與民主政治課程綱要表

科目名稱	公共行政與民主政治專題						
先修科目	無						
授課教師	陳敦源; donc@nccu.edu.tw; 29393091 ext.51145						
開課年級	碩博	學分數	三	每週授課時數	三	實習時數	
開課別	一學期課程 (週二 9:10~12:00) 教室 271149						
修習別	選修						
教學目標	本課程的目的，是希望結合公共行政與民主政治原典研讀，使同學對於民主行政的重要性與在地性能有更為深刻的認識，也為著將來在相關領域進行本土研究作好準備。本課程共分為三段，第一段是「公共行政的起源與本質」，讓同學了解公共行政的起源問題，以及公共行政的起源與民主政治之間的關聯；第二段是「民主理論與公共行政」，討論民主理論中幾個重要的概念，以及它們與公共行政的關聯；最後一個部份是「行政與政治的互動」，討論八項行政與政治互動關鍵的研究議題，帶領學生了解該領域可以切入的研究主題。						
授課方式	由學生報告、老師輔助討論為主						
成績評定	平時成績 (75%~65%)；期末論文或期末考 (25%~35%)						
教科書	影印資料讀本					材料編號	
	進 度 內 容					必讀	報告
1	(09/18) 課程簡介：公共行政與民主政治，Why bother?					1	X
	公共行政的起源與本質						
2	(09/25) 公共行政的起源					2	A1;A2
3	(10/02) 權力分立與公共行政					3, 4	B1;B2
4	(10/09) 民主行政的建構					5, 6	C1;C2
5	(10/16) 官僚體系與民主政治					7	D1;D2
	民主理論與公共行政						
6	(10/23) 全意志與民意					8, 9	E1,E2
7	(10/30) 多元主義與集體選擇					10	F1,F2
8	(11/06) 公民參與					11	G1;G2
9	(11/13) 審議式民主					12, 13	H1;H2
	行政與政治的互動						
10	(11/20) 政治與行政二分					14,15	I1;I2
11	(11/27) 官僚責任與民主					16, 17	J1;J2
12	(12/04) 回應性與專業性					18, 19	K1;K2
13	(12/11) 課責機制的運作與設計					20, 21	L1,L2
14	(12/18) 官僚體系的行政控制					22, 23	M1;M2
15	(12/25) 代表性官僚					24	N1;N2
16	(01/01) 開國紀念日放假一天					25	O1,O2
17	(01/08) 公共政策與民主政治					26	P1,P2
18	(01/15) 電子化政府與電子化民主						
19	(01/22) 綜合討論						

壹、課程緣起與目的

一、課程緣起

台灣民主化之後，對公共行政學界產生了兩個主要的衝擊，其一，在研究方面，過去三十年台灣公共行政研究的重心，並沒有放在民主政治上，大環境的不需要，以及理論上「天然」的「政治/行政」二分屏障，讓公共行政學界對台灣當代民主化的衝擊缺乏預備；其二，在實務上，自許貼近實務界的公共行政學界，對於實務界大量民主轉型的專業要求，如議會公關、政策參與、政策行銷、電子化民主...等議題，出現專業上的空虛，讓學界對實務界的回應性轉弱，值得學界警醒與注意；事實上，如果仔細回顧美國公共行政學在過去一個世紀的發展，我們可以發現「公共行政與民主政治」是一個長期存在的主流研究範疇，其中有許多關鍵的議題，值得台灣學界認真探索與學習。

本課程藉由密集討論「美國」公共行政與民主政治關係的研究發展，來強化台灣學生對於身處民主大環境當中，台灣公共行政學門定位的認識，進而發展出「公共行政與民主政治」的本土研究議題。本課程最早源自九十年代世新大學碩士在職專班的「公共行政與民主」的專題，課程內容大多為中文論著，該課程本為必修，後改為選修課，90(1), 91(1), 92(1)連續開課三年；之後，本課程改以英文論著研討為主，重新統整，在政治大學公共行政學系以博碩課程的層級，93(1), 94(2), 95(2), 96(2), 97(2), 98(2), 99(2), 102(1), 103(2)已開課九次。

二、課程目的

本課程主要以刺激研究為導向，藉由對於「公共行政與民主政治」相關議題的了解，滿足博碩士班同學的研究需求，因此，本課程將內容焦點從過去的中文論著，轉變成全英文的論著研讀，其目的有三：

- (一) 登高望遠 (On Giant's Shoulder)：對於「公共行政與民主政治」有興趣的學子來說，基礎工作應該是對美國學界累積了一世紀相關的研究，進行踏實且完整的探索，也只有站在融會貫通這些文獻的基礎上，學生才能夠發展台灣相關議題，更才有可能突破美國文獻的藩籬，創造真正的本土研究。
- (二) 發表是硬道理 (Publish or Perish)：學習發表是研究最重要的工作，也是台灣學界近十年最重要的發展，公共行政學界自不例外，而中英文發表最重要的基礎，就是與學門研究議題焦點的關聯性，以及方法論的適當性，這兩點都可以從本課程研讀相關「原典」(classics)的過程中得到強化。
- (三) 研究就是實務 (Research is Reality)：研究與實務並不對立，研究的問題通常是被實務的現象所激發，而研究的結果可以對實務改革，提供最深刻的

建議；因此，本課程基本上是專注在研究上，但是仍然是站在對實務發展關懷的角度出發，學生所需要的是一點「耐心」而已。

貳、課程要求

一、課堂教材研讀指引

(一) 每週的研讀教材都在第參部份「課程教材研讀大綱」當中列明，學生每週來上課最基本的責任就是「必須研讀」以數字編號的教材(1, 2, 3...)，而以英文字母編號的教材(A, B, C...)學生可以視自己狀況許可「選擇研讀」。因此，總共加起來，學生在本堂課中，最少可以研讀 **26** 篇文獻，這些絕大多數是公共行政與民主政治的經典文獻，如果加上選讀或是課堂報告的文獻，而至多學生可以研讀 **60** 篇文獻。

(二) 研讀論文最重要的就是回答下面五個問題：

1. 作者最重要處理的研究問題是什麼？該問題為何重要？
2. 作者是如何討論這個問題？他切入的角度有哪些？使用了哪些文獻？
3. 作者討論這個問題的時候，使用了些什麼事件、案例、歷史作為佐證？這些經驗案例的背景是什麼？
4. 作者明示或是暗示的研究方法是什麼？
5. 作者所得到主要的結論有哪些？他們與實務的關聯性為何？

(三) 如果研讀時希望能夠有批判的眼光，讀者可以問下面的三個問題：

1. 作者的研究問題與學界的研究焦點是否是相關聯的(relevant)？還是有更好的途徑可以彰顯這個問題的重要性？
2. 作者所使用的研究方法是否適當，過程是否有可以改進的地方？業如何改進？
3. 作者所得出的結論，與作者研究問題以及研究方法之間，存在怎麼樣的邏輯關聯性？這關聯性是否有瑕疵？該如何改進？

(四) 鼓勵同學組成小的讀書團體，一起研讀教材，最好是大家都讀完了，再一起討論；當然，如果因為時間的關係，大家分工研讀，老師也不反對，但是要注意，每一個人對整篇文獻的架構都必須有完整的認識。

(五) 上課參與也是學習重要的方法之一，共分為兩方面，第一在加分方面，由於上課踴躍參與討論，也能成功帶動同學上課氣氛，老師會酌於增加參與分數；另一方面，一次沒來，參與分數扣兩分，直到十分扣完為止。

二、 課堂研讀筆記寫作指引

(一) 學生必須負責寫作研讀筆記，碩士班學生八篇，博士班學生十篇，針對每週上課時編號碼(1, 2, 3...)的文獻寫作(如果是輪到的報告週，也可以寫當週的文獻)，研讀筆記當週上課時交，並且請以全文加附件的方式，post 在「Moodle」(<http://moodle.nccu.edu.tw/login/index.php>，可由 iNCCU 的校園資訊系統直接連入)，也可作為上課時發言的依據。

(二) 每一篇約 500 字，最好不要超過 800 字，該心得寫作主要的目的，是一種「研讀筆記」(reading notes)，這樣的筆記對同學未來寫作相關文章時極有幫助。

(三) 建議的寫作方式，是從文章中找尋一段話，通常是學生自己認為這篇文章的「靈魂論述」(soul statement)，將這樣的論述放在文章頁首，以此為出發論說對這段論述的看法、延伸的意義、或是研究的可能等。(請參附錄一)

三、 課堂帶領討論指引

(一) 視修課人數多寡，碩士生要負責一~二次、博士生要負責二~三次課堂導讀的工作，導讀的分配在學期初的課堂上完成。

(二) 負責帶領的學生，上課前將該週應讀資料閱讀完畢，包括「數字」與「字母」的資料，但是主要報告以「字母」資料為主，並準備一份 3~5 頁的書面資料，也請 post 在「Moodle」上，書面資料的內容可以依照「課堂教材研讀指引」中的五個問題與三個問題來建構。用一堂課前 40 分鐘時間，向全班簡介閱讀心得，並想好討論提綱，於剩下的時間帶領同學討論。(請參附錄二)

四、 學期論文指引

(一) 學期末報告，學生(博、碩)應從十六個課程單元當中，挑選一個單元，從 **Follow-up readings** 開始切入進行主題定位，蒐集相關的中英文文獻。

(二) 碩士班學生應完成一篇 5000~8000 字的文獻回顧，將該單元中的文獻作一個整理，做法類似期刊中的 **review article**，只不過篇幅較少。

- (三) 博士班學生應完成一篇 8000~10000 字的研究案計畫書，有些像申請國科會的研究案計畫書，其中包括完整的文獻回顧，研究方法設計，以及預期的成果等部份。
- (四) 第六週請繳交 300~500 的寫作大綱，目的乃是事先讓老師知道學生寫作的方向，也歡迎學生與老師討論。延遲的同學將酌扣期末論文成績。
- (五) 期末論文繳交期限 **2019 年 01 月 25 日(五)**，逾期以零分計算。

五、 寫作倫理問題

由於近來網路使用的普及，抄襲的可能性大增，建議同學從開始就養成尊重他人智慧財產權的習慣，這也是一種「自信」的表現，能夠尊重別人論述產權的學者，才可能是一位自重而後受到他人尊重的學者，抄襲通常是一種「誘惑」(temptation)，抄襲者一方面想要有快速的發表，表現自己的學術成就，但是另一方面又不想花功夫研讀消化與思考，應該設法避免。本課程各種心得與報告的內容，學生都必須署名，也都表示作者負有被個人或機構抄襲審查的義務，在此定出幾點應該加註的狀況，提供學生參考：

- (一) 原文引用(包括翻譯)，應該加上附註，並且原文以引號(「」)與文章分開，如果引文超過一行，建議以文內分段引用的方式為之。
- (二) 原意引用，包括章節結構、分類方法、名詞定義等等，雖然經過自己下筆重新改寫，但是原則上仍然應該以引註的方式註明原始概念的來源。

六、成績計算

本課程成績計算的方式如下表所列：

碩士 (Master's)		博士 (PhD's)	
工作內容	計分比重	工作內容	計分比重
1. 研讀筆記(8)	40% (一篇 5%)	1. 研讀筆記(10)	30% (一篇 3%)
2. 課堂報告(1~2)	25%	2. 課堂報告(2~3)	25%
3. 期末報告	25%	3. 期末報告	35%
4. 上課參與	10%	4. 上課參與	10%
總共	100%	總共	100%

參、課程教材研讀大綱



“The central problem of democratic administrative theory, as of all democratic political theory, is how to reconcile the desire for democracy with the demands of authority.” (Dwight Waldo, 1952)

Week One (09/18): Introduction: Public Administration & Democracy

1. Kettl, D. F. (1999) “The Future of Public Administration.” *Journal of Public Affairs Education* 5(April): 127~33. Originally presented in the APSA-NASPAA Committee on the Advancement of Public Administration at the 1998 Annual Meeting of the American Political Science Association, Boston, USA, accessed from: <http://www.h-net.org/~pubadmin/tfreport/kettl.pdf>, 09/04/2004.
- *(X) Wynia, B. L. (1974) “Federal Bureaucrats’ Attitudes Toward a Democratic Ideology.” *Public Administrative Review*, March/April, pp.156~162.

Follow-up Readings:

- @ Dunleavy, Patrick, Helen Margetts, Simon Bastow and Jane Tinkler. (2006) “New Public Management Is Dead: Long Live Digital-Era Governance.” *Journal of Public Administration Research and Theory*, 16(3): 467-494.
- @ Golembiewski, Robert T. (1996) “The Future of Public Administration: End of a Short Stay in the Sun? Or a New Day A-Dawning?” *Public Administration Review*, 56(2): 139-148.
- @ Goodsell, Charles T. (2006) “A New Vision for Public Administration.” *Public Administration Review*, 66(4): 623-635.
- @ Lynn, Laurence E., Jr. (2006) “The New Public Management as International Phenomenon: A Skeptical View.” In Eric Edwin Otenyo and Nancy S. Lind, eds. *Comparative Public Administrative: The Essential Readings, Research in Public Policy and Management*, 15: 573-591.
- @ Raadschelders, J. C. N. (2011) “The Future of the Study of Public Administration: Embedding Research Object and Methodology in Epistemology and Ontology.” *Public Administration Review*, 71(6): 916–924.
- @ Riggs, Fred W. (1951) “Chinese Administration in Formosa.” *Far Eastern*

Survey, 20(21): 209-15.

@ Riggs, Fred W. (1998) "Public Administration in America: Why Our Uniqueness Is Exceptional and Important." *Public Administration Review*, 58(1): 22-31.

Part I : The Origin and Nature of Public Administration

Week Two (09/25): The Origin of Public Administration

2. Wilson, Woodrow. (1887) "The Study of Administration." *Political Science Quarterly* 2 (Also, J. M. Shafritz and A. C. Hyde, 1992 3rd eds. *Classics of Public Administration* Harcourt Brace, pp. 11-24).
- *(A-1) Kettl, D. (2000). "Public Administration at the Millennium: The State of the Field," *Journal of Public Administration Research and Theory* 10(1): 7-34.
- *(A-2) Bryson, John M., Barbara C. Crosby, and Laura Bloomberg. (2014) "Public Value Governance: Moving Beyond Traditional Public Administration and the New Public Management." *Public Administration Review*, 74(4): 445-456.

Follow-up Readings:

- @ Fry, B. R. (1998) *Mastering Public Administration: From Max Weber to Dwight Waldo*. Chatham House.
- @ Miller, G. (2000) "Above Politics: Credible Commitment and Efficiency in the Design of Public Agencies." *Journal of Public Administration Research and Theory*, 10(2): 289~327.
- @ Nabatchi, Tina, Holly T. Goerdel and Shelly Peffer. (2011) "Public Administration in Dark Times: Some Questions for the Future of the Field" *Journal of Public Administration Research and Theory*, 21 (suppl 1): i29-i43.
- @ Pestrittoa, Ronald J. (2012) "Roosevelt, Wilson, and the Democratic Theory of National Progressivism." *Social Philosophy and Policy*, 29(2): 318-334.
- @ Rabin, J. and J. S. Bowman, eds. (1984) *Politics and Administration: Woodrow Wilson and American Public Administration*. New York: Marcel Dekker.
- @ Stillman, Richard J. (1997) "American vs. European Public Administration: Does Public Administration Make the Modern State, or Does the State Make Public Administration?" *Public Administration Review*, 57(4): 332-38.
- @ Walker, Larry. (1989) "Woodrow Wilson, Progressive Reform, and Public Administration." *Political Science Quarterly*, 104(3): 509-525.

Week Three (10/02): Separation of Power and Public Administration

3. Cooke, Jacob E. (1961) *The Federalist Paper*, #10, 51. Wesleyan University.
4. Goodnow, F. (1990/2003) *Politics and Administration*. Chapter 1~2. Transaction Publishers.
- *(B-1) Cook, B. J. (1992) "Subordination or Independence for Administrators? The Decision of 1789 Reexamined." *Public Administration Review*, 52(5): 497~504.
- *(B-2) Thynne, Ian and Roger Wettenhall. (2004) "Public Management and Organizational Autonomy: The Continuing Relevance of Significant Earlier Knowledge." *International Review of Administrative Sciences* 70(4): 609-621.

Follow-up Readings:

- @ Nichols, D. K. (1998) "Administrative Responsibility and the Separation of Powers." In *Active Duty: Public Administration as Democratic Statesmanship*, P. A. Lawler, R. M. Schaefer, and D. L. Schaefer, eds. Rowman & Littlefield.
- @ Rosenbloom, David H. (1983) "Public Administrative Theory and the Separation of Powers." *Public Administration Review*, 43(May/June): 219~228.
- @ Riggs, F. W. (1997). "Bureaucracy and Viable Constitutionalism." In *Designs for Democratic Stability: Studies in Viable Constitutionalism*. A. I. Baaklini and H. Desfosses, eds. Armonk, NY: M. E. Sharpe.

Week Four (10/09): Democratic Administration (Governance)

5. Waldo, D. (1952) "Development of Theory of Democratic Administration." *American Political Science Review*, 46(1): 81~103.
6. Simon, H. A. and Drucker, P. F. (1952) "'Development of the Theory of Democratic Administration': Replies and Comments." *American Political Science Review*, 46(2): 494~503.
- *(C-1) Ostrom, V. 2nd. (1989) "*Chapter Three: The Work of Contemporary Political Economists; Chapter Four: A Theory of Democratic Administration: The Rejected Alternative.*" In *The Intellectual Crisis in American Public Administration*. Tuscaloosa: The University of Alabama Press.
- *(C-2) Meier, Kenneth J. and Laurence J. O'Toole, Jr. (2006) "Chapter One: Governance and the Bureaucracy Problem." In *Bureaucracy in a Democratic State: A Governance Perspective*, Baltimore: Johns Hopkins University Press, pp.1-20.

Follow-up Readings:

- @ Bevir, Mark. (2006) "Democratic Governance: Systems and Radical Perspectives." *Public Administration Review*, 66(3): 426-36.
- @ Box, Richard C., Gary S. Marshall, B. J. Reed and Christine M. Reed. (2001) "New Public Management and Substantive Democracy." *Public Administration Review*, 61(5): 608-19.
- @ McGinnis, M. D. and Ostrom, E. (2012) "Reflections on Vincent Ostrom, Public Administration, and Polycentricity." *Public Administration Review*, 72(1): 15–25.
- @ Hill, Carolyn J. and Laurence E. Lynn, Jr. (2005) "Is Hierarchical Governance in Decline? Evidence from Empirical Research." *Journal of Public Administration Research and Theory* 15(2): 1-23.
- @ Christensen, Tom and Per Laegreid. (2002) "New Public Management: Puzzles of Democracy and the Influence of Citizens." *The Journal of Political Philosophy*, 10(3): 267-295.
- @ Golembiewski, R. T. (1977) "A Critique of 'Democratic Administration' and Its Supporting Ideation." *American Political Science Review*, 71(4): 1488~1507.
- @ Ostrom, V. (1977) "Some Problems in Doing Political Theory: A Response to Golembiewski's 'Critique.'" *American Political Science Review*, 71(4): 1508~1531.
- @ Park, Hun Myoung and James L. Perry. (2013) "The Transformation of Governance: Who Are the New Public Servants and What Difference Does It Make for Democratic Governance?" *The American Review of Public Administration*, 43(1): 26-49.

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Part II : Theories of Democracy and Public Administration

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Part III : The Interaction of Politics and Administration

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Week Fifteen (12/25): Representative Bureaucracy

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Week Sixteen (1/1) National Holiday

Week Seventeen (01/08): Public Policy and Democracy

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Week Eighteen (01/15): E-government and E-democracy

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Week Nineteen (01/22) General Discussion

附錄一：課堂研讀筆記範例

課程：公共行政與民主政治(研讀筆記 001)

學生：陳敦源

學號：A123456

日期：2008.2.17

教材：Kettl, D. (1999) "The Future of Public Administration." *Journal of Public Affairs Education* 5(April): 127~33. Originally presented in the APSA-NASPAA Committee on the Advancement of Public Administration at the 1998 Annual Meeting of the American Political Science Association, Boston, USA.

"Public managers today are developing new problems faster than public administration is developing an understanding of them. The subfield does not have to respond by being trendy. But if theory is to have real bite, the subfield must be theorizing about the problems that matter, and those problems are rapidly evolving."

「公共管理者今天發展出新問題的速度，快過公共行政學者了解這些問題的速度，公共行政學門雖然不用亦步亦趨，但是公共行政理論如果真要有意義，就必須理論化那些重要且不斷興起的問題。」

公共行政學門面對實務界千變萬化的發展，當然是處在落後的情勢當中，但是，這個情況事實上也表示公共行政學門與其他社會科學學門一樣，是經驗問題所引導的 (problem-driven) 的一個學門，當然，Kettl 也知道，過分追著問題跑 (being trendy)，讓公共行政學界與實務界的界線模糊，反而會讓學界的價值減損，因此，學界對於經驗問題「理論化」的努力，就顯得格外重要。但是，何謂重要且新興的問題呢？我想，如果回到本土的學界，Kettl 所談到公共行政許多發展的問題，事實上也都存在，不同的地方是，在所謂重要且新興的議題上，台灣的公共行政學界應該找出現階段大家可以看見的定位所在。我認為，台灣公共行政學界，在面對政治學界「不夠學術」，與實務界「聽不懂實務問題」的雙重壓力之下，必須要有明確的發展策略。在專業發展上，應該強調方法工具的訓練，可以分為三個方面，一是社會科學的哲學、二是量化研究方法、三是質化研究方法的深度訓練，再者，在研究的議題上，應該朝向三個方向前進，一是民主行政研究、二是專業公共政策研究、三是跨部門治理研究，這樣，在學術研究科學化的要求下，我們暨可以回應社會科學發展學術化的需求，也可以更深入與實務界結合，這像一個產製過程，一方面與實務界接觸的過程中，以我們既有的理論訓練，將問題釐清與定位，再用我們良好的方法論訓練，將問題演化成各種研究的議題與內容，其中並注意兼顧決策者解決問題的需要，最後出來的研究成果，不但滿足了學術的要求，也對實務界所新興的問題，有了專業的回應。(624 字)

附錄二：課堂報告範例

課程：公共行政與民主政治(課堂報告)

學生：陳敦源

學號：A123456

日期：2008.2.17

教材：Wynia, B. L. (1974) "Federal Bureaucrats' Attitudes Toward a Democratic Ideology." *Public Administrative Review*, March/April, pp.156~162.

1. 作者最重要處理的研究問題是什麼？該問題為何重要？
2. 作者是如何討論這個問題？他切入的角度有哪些？使用了哪些文獻？
3. 作者討論這個問題的時候，使用了些什麼事件、案例、歷史作為佐證？這些經驗案例的背景是什麼？
4. 作者明示或是暗示的研究方法是什麼？
5. 作者所得到主要的結論有哪些？他們與實務的關聯性為何？