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PSCI 501.01: Public Administration

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PSCI 501 Public Administration Syllabus

Master of Public Administration Program

Fall 2014 / Mondays in LA 337 at 4:10 p.m.

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E-mail: jeffrey.greene@umontana.edu
Office: LA 356 / Office Hours: M, 3 - 4 p.m. and T, Th, 2 - 2:30 p.m.

This syllabus has been adjusted to use the 8/e and 9/e of the Stillman text.

COURSE DESCRIPTION & OBJECTIVES

This course is designed to allow students to develop an understanding of public administration as a field of academic study and an area of professional practice. This course is considered to be the "foundations class" for the MPA program. Specifically, it focuses on the evolution of public administration as an academic discipline and a profession in the real world, the context in which public administration takes place, the meaning of public service in a democratic society, and the importance of personal and professional ethics. The course will be conducted as a seminar. Students must be prepared to discuss reading assignments and participate in analysis of case studies.

The specific competencies developed in PSCI 501 are:
1) Knowledge of public administration as a field of study
2) Knowledge of the political and organization context of public administration
3) Knowledge of public administration as a profession
4) Written and oral communication
5) Awareness of public service values: personal ethics, professional ethics, citizen responsiveness, social responsibility

Assessment of these competencies will be based on evaluating contributions to class discussions, five article summaries, and two papers (described below).

REQUIRED TEXTS: There are 4 required books

Public Administration: Concepts and Cases. 9/e by Richard Stillman
The 9/e of the Stillman text is now the latest edition. You can use either the 9/e or the 8/e. This syllabus has been adjusted for both editions. On weeks where there are differences, we will cover both the case and/or articles included in both editions. There are not a lot of differences between the two editions.

Public Administration in the New Century by Jeffrey Greene

Bureaucracy by James Q. Wilson

Classics of Public Administration (6/e, or 7/e may be used; the syllabus uses the 6/e) edited by Shafritz & Hyde. There are minimal differences between the editions and copies will be placed on reserve in the Mansfield Library. The UC Bookstore will have the 7/e. Most of the articles are also available online.
COURSE REQUIREMENTS and STRUCTURE

The requirements for the class includes reading James Q. Wilson's *Bureaucracy*, writing article summaries from *Classics of Public Administration*, and writing two five-page papers (described below). The structure of the course is simple. Each week the class will focus on one major concept of public administration that will be illustrated in the readings and any assigned articles. The case study approach will be used to highlight the concepts. **STUDENTS ARE RESPONSIBLE FOR ALL ASSIGNED READINGS.** After completing the course, students should understand the major concepts of public administration included in this course.

**Grade Weights**

<table>
<thead>
<tr>
<th>Assignment</th>
<th>Weight</th>
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<tbody>
<tr>
<td>Paper 1</td>
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<tr>
<td>Paper 2</td>
<td>30%</td>
</tr>
<tr>
<td>Article Summaries</td>
<td>20%</td>
</tr>
<tr>
<td>Participation</td>
<td>20%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Assignment</th>
<th>Notes</th>
</tr>
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<tbody>
<tr>
<td>Ethics Paper</td>
<td></td>
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<tr>
<td>Three Concepts Paper</td>
<td></td>
</tr>
<tr>
<td>Summaries from Shafritz and Hyde reader, <em>Classics of Public Administration</em></td>
<td></td>
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<tr>
<td>Based on participation in class and on the article summaries</td>
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**New Grading System at UM**

Please note that the University of Montana now uses a *Plus/Minus grading system*. That is, you can receive an A, A-, B+, B, B- and so on. There is not an A+ in the grading system.

To accommodate the *Plus/Minus system* a new grading scale will be used. In **PSCI 501** grades will be assigned based on the following grading scale. This scale and system is more complex than the system used in the past but rewards As only to those students whose performance in the class is "exceptional."

<table>
<thead>
<tr>
<th>Grade</th>
<th>Point Scale</th>
<th>Point Range</th>
<th>GPA</th>
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<tbody>
<tr>
<td>A</td>
<td>93-100</td>
<td>8 points</td>
<td>4.00</td>
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<tr>
<td>A-</td>
<td>90-92</td>
<td>3 points</td>
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<tr>
<td>B+</td>
<td>87-89</td>
<td>3 points</td>
<td>3.33</td>
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<tr>
<td>B</td>
<td>83-86</td>
<td>4 points</td>
<td>3.00</td>
</tr>
<tr>
<td>B-</td>
<td>80-82</td>
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<tr>
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<td>D-</td>
<td>60-62</td>
<td>3 points</td>
<td>.67</td>
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<tr>
<td>F</td>
<td>59 or lower</td>
<td>N/A</td>
<td>0.00</td>
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**Papers**

Write a five-page paper on the following assignments. The papers are due the last session.

Provide a statement of your personal code of ethics. Include at least 5 principles in your statement and give an explanation and justification for each of these principles derived from your reading of the pertinent literature, and the discussions in class. Also discuss whether you believe that a person's personal ethical code every clashes with organizational ethics and expectations. Some believe that two sets of standards exist -- one's personal ethics and organizational ethics. Others argue that the same set of ethical standards should apply and work in organizational settings. Thus, do you believe that there are two sets
of ethical standards? Is it possible for the same set of ethics used in our personal lives to be applicable to organizations in which we work?

Select the three (3) concepts that you find most useful or interesting that were included in the course. Write a paper describing why you feel the concepts are so important.

**Article Summary Guidelines**

The Shafritz and Hyde text contains a variety of articles. Articles will be assigned to individuals on the first night of class. The summaries constitute 20 percent of one’s final grade. You only have to write and present summaries for the articles assigned to you and bring copies of summaries for the class.

There are some specific questions one should consider while reading the article and developing a summary.

1. What is the major subject and theme of the article?
2. What is the major question the author addresses?
3. What major points does the author make?
4. What does the author conclude? What suggestions are made?
5. What is the relevance of the article to theory or practice?

**Sample Article Summaries are provide on Moodle for PSCI 501.01**

**James Q. Wilson’s book, Bureaucracy.**

All students are required to read James Q. Wilson’s, *Bureaucracy*. The book will be discussed later in the semester.

**Exam**

There is not a formal, written exam in this class.

**Accessibility**

The University of Montana assures equal access to instruction by supporting collaboration between students with disabilities, instructors, and Disability Services for Students. If you have a disability that requires an accommodation, contact me at the beginning of the semester so that proper accommodations can be provided. Please contact Disability Services for Students if you have questions, or call Disability Services for Students (DSS) for voice/text at 406.243.2243. You may also fax the Lommasson Center 154 for more information at 406.243.5330.

**Autumn 2014 Semester Dates and Holidays**

August 25 (Mon) Classes Begin
READING ASSIGNMENTS AND CLASS OUTLINE

Session 1 Introduction (No readings assigned -- August 25)

This is an introductory session; there are no readings assigned

Session 2 No Class -- Labor Day Weekend (September 1)

Session 3 The Search for the Scope and Purpose of Public Administration (September 8)

Stillman: Chapter 1

"The Study of Administration" by Wilson 

"The Study of Public Administration in the United States" by Stillman

Case Study: "The Blast in Centralia No. 5" by Martin

Greene: Chapters 1 and 2, Introduction to Public Administration and An Overview and History of the Discipline

NOTE: The photo of Max Weber in the text in incorrect. A photo of Max Weber is provided on Moodle.

Shafritz and Hyde:

"Public Administration and the Separation of Powers" by Rosenbloom

"Introduction to the Study of Public Administration," by White

"Notes of a Theory of Organization," by Gulick

"The Proverbs of Administration," by Simon

PART ONE: The Pattern of Public Administration in America: Its Environment, Structure, and People

Session 4 The Formal Structure: The Concept of Bureaucracy (September 15)

Stillman: Chapter 2

"Bureaucracy" by Weber

Case Study: "How Kristin Died" by Lardner
Greene: Chapter 3, The Bureaucracy

Shafritz and Hyde:

"Street-Level Bureaucracy: The Critical Role of Street-Level Bureaucrats" by Lipsky

"The Life Cycle of Bureaus" by Downs

"Organizations of the Future" by Bennis

"Bureaucratic Structure and Personality," by Merton

"The Administrative State," by Waldo

Session 5 The General Environment: The Concept of Ecology (September 22)

Stillman: Chapter 3

"The Ecology of Public Administration" by Gaus

Case Study: "Dr. Helene Gayle and the AIDS Epidemic," by Riccucci

Case Study 9/e: "William Robertson: Exemplar of Politics and Public Management Rightly Understood" by Terry L. Cooper and Thomas A. Bryer

Shafritz and Hyde:

"Government is Different" by Appleby

"Scientific Management" by Taylor

"The Giving of Orders," by Follett

"Politics and Administration," by Goodnow

The Political Environment: The Concept of Administrative Power

Stillman: Chapter 4

"Power and Administration" by Long

Case Study: "The Columbia Accident" by Casamayou

Shafritz and Hyde:

"Democracy and the Public Service" by Mosher

"The End of Liberalism: The Indictment" by Lowi

"Administration Decentralization and Political Power," by Kaufman
Session 6 Intergovernmental Relations: The Concept of IGR as Interdependence, Complexity, and Bargaining (September 29)

Stillman: Chapter 5

"American Intergovernmental Relations: An Overview" by O'Toole

"From Cooperative to Opportunistic Federalism" by Conlan (9/e)

Case Study: "Wichita Confronts Contamination" by Rosegrant

Shafritz and Hyde:

"Understanding Intergovernmental Relations" by Wright

"The American System," by Grodzins

"Federalism, Intergovernmental Relations, and Intergovernmental Management...", Wright

Article about New Orleans

Many point to Hurricane Katrina, New Orleans, and the Gulf Coast as a perfect example of weaknesses and failures in federalism and intergovernmental relations. I enjoyed reading the following article about New Orleans and Katrina. A case study about Hurricane Katrina and New Orleans will likely appear in the next Stillman text. I would be surprised if it did not appear. This article, from City Journal, is an interesting account of New Orleans. It is called "Who is killing New Orleans," by Nicole Gelinas. at City Journal. http://www.city-journal.org/html/15_4_new_orleans.html

Another article found in Governing Magazine is located at http://www.governing.com/topics/economic-dev/The-Katrina-Breakdown.html The article is about the communication breakdown among various levels of government and between agencies. "THE KATRINA BREAKDOWN," by Jonathan Walters & Donald Kettl.

Session 7 Internal Dynamics: The Concept of the Informal Group (October 6)

Stillman: Chapter 6

"Hawthorne and the Western Electric Company" by Mayo

Case Study: "American Ground: Unbuilding the World Trade Center," by Langewieche

Shafritz and Hyde:

"Informal Organizations and Their Relationship to the Formal Organization," by Bernard

Key Decision-Makers Inside Public Bureaucracy: The Concept of Competing Bureaucratic Subsystems

Stillman: Chapter 7
"Inside Public Bureaucracy" by Stillman

Case Study: "The Decision to Go to War with Iraq," by Pfiffner

**Greene:** Chapter 4, Organizational Theory and Behavior (*Note this chapter will be used several times*)

**PART TWO: The Multiple Functions of Public Administrators: Their Major Activities, Responsibilities, and Roles.**

**Session 8 Decision-Making: The Concept of Incremental Choice** (October 13)

**Stillman:** Chapter 8

"The Science of Muddling Through" by Lindblom

Case Study: "The MOVE Disaster" by Nagel

Case Study 9/e: How A City Slowly Drowned by Michael Grunwald and Susan B. Glasser

**Executive Management: The Concept of Effective Public Organizations**

Stillman: Chapter 10

"Galloping Elephants: Developing Elements of a Theory of Effective Government Organization" by Rainey and Steinbauer

Case Study: "The Lessons from ValuJet 592" by Langewiesche

"Collaborative Processes: Inside the Black Box" by Anne Marie Thomson and James L. Perry (9/e)

Case Study 9/e: "Government as a Catalyst: Can It Work Again with Wireless Internet Access" by Abhijit Jain, Munir Mandviwalla, and Rajiv D. Banker

**Shafritz and Hyde:**

"The Co-optative Mechanism," by Selznick

“Understanding Organizational Culture” by Ott

**Greene:** Chapter 4, Organizational Theory and Behavior

**Session 9 Public Personnel Motivation: The Concept of the Public Service Culture** (October 20)

**Stillman:** Chapter 11

"The Public Service Culture" by Wise

Case Study: "Who Brought Bernadine Healy Down?" by Sontag

**Greene:** Chapter 5, Personnel Administration
Shafritz and Hyde:

"A Theory of Motivation" by Maslow

"The Human Side of Enterprise" by McGregor

"Representative Bureaucracy" by Krislov

"From Affirmative Action to Affirming Diversity," by Thomas

Session 10 Public Budgeting: The Concept of Budgeting as Political Choice (October 27)

Stillman: Chapter 12

"The Politics of Public Budgets" by Rubin

Case Study: "Wisconsin's Budget Deficit," by Conant

Case Study 9/e: "Death of a Spy Satellite Program" by Philip Taubman

Shafritz and Hyde:

"The Lack of a Budgetary Theory" by Key

"Public Budgeting Amidst Uncertainty and Instability" by Caiden

"The Movement for Budgetary Reform in the States," by Willoughby

Greene: Chapter 6, Public Budgeting

PART THREE: Enduring and Unresolved Relationships: Central Value Questions, Issues, and Dilemmas of Contemporary Public Administration

Session 11 The Relationship Between Politics and Administration: The Concept of Issue Networks (November 3)

Stillman: Chapter 14

"Issue Networks and the Executive Establishment" by Helco

Case Study: "Reinventing School Lunch: Transforming a Food Policy into a Nutrition Policy" by Sims

The Relationship Between Bureaucracy and the Public Interest: The Concept of Public Sector Deregulation

Stillman: Chapter 15

"Bureaucracy and the Public Interest" by Wilson

"Public Policy and the Nature of Administrative Responsibility" by Carl J. Friedrich (9/e)
Case Study: "The Human Genome Project," by Lambright

Case Study 9/e: "Torture as Public Policy" by James P. Pfiffner

**Shafritz and Hyde:**

"Public and Private Management...," by Allison __________

"A Public Manager for All Seasons," by Hood __________

"How does an Idea's Time Come?" by Kingdon _____________

"Policy Paradox: The Art of Political Decision Making," by Stone __________

"Systematic Thinking for Social Action," by Rivlin ____________

**Greene:** Chapter 7, Public Policy

**Session 12 The Relationship Between Ethics and Public Administration: The Concept of Ethical Obligations** (November 10)

**Stillman:** Chapter 16

"Public Administration and Ethics: A Prologue to a Preface" by Waldo __________

Case Study: "The Case of the Butterfly Ballot," by Montjoy and Slaton

Case Study 9/e: "George Tenet and the Last Great Days of the CIA" by Richard D. White

**ASPA Code of Ethics** (There is a link at the bottom of the syllabus to the most current version of ASPA's Code of Ethics)

**Greene:** Chapter 9 Ethics in Public Administration

**Shafritz and Hyde:**

"Watergate: Implications for Responsible Government" Mosher __________

"The Possibility of Administrative Ethics" by Thompson __________

**Session 13 Government Performance** (November 17)

**Greene:** Chapter 8

**Shafritz and Hyde:**

"From Red Tape to Results," *National Performance Review* _____________

"Exploring the Limits of Privatization," by Moe __________

**Session 14 Discussion of James Q. Wilson's Bureaucracy** (November 24)
The class will focus entirely on Wilson's book. The chapters included in Wilson's book are shown below and will be assigned to students on the first night of class. You do NOT have to write or turn in a summary of the chapter that you were assigned. We will go through the book chapter by chapter.

Chapter 1 Armies, Prisons, and Schools
Chapter 2 Organization Matters
Chapter 3 Circumstance
Chapter 4 Beliefs
Chapter 5 Interests
Chapter 6 Culture
Chapter 7 Constraints
Chapter 8 People
Chapter 9 Compliance
Chapter 10 Turf
Chapter 11 Strategies
Chapter 12 Innovation
Chapter 13 Congress
Chapter 14 Presidents
Chapter 15 Courts
Chapter 16 National Differences
Chapter 17 Problems
Chapter 18 Rules
Chapter 19 Markets
Chapter 20 Bureaucracy and the Public Interest

Session 15 Papers and all work is due (December 1; a brief presentation of papers)

Session 16 Work is returned (December 8 – Exam Week)

Links

Link to Governing Magazine

http://www.governing.com/

American Society for Public Administration (ASPA) The ASPA Code of Ethics is located on this website at the second link.

http://www.aspanet.org/


The Public Manager (A magazine dedicated to public managers, formerly called The Bureaucrat)

http://www.thepublicmanager.org/

PSCI 501 Public Administration / Fall 2014 / Campus Class