Fall 9-1-2016

PSCI 501.01: Public Administration

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PSCI 501 Public Administration Syllabus

Master of Public Administration Program

Fall 2016 / 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 - 3 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 (most any edition can be used from the 5/e on) 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 8/e. Most of the articles are also available online in the
library using JSTOR.

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>Percentage</th>
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<tbody>
<tr>
<td>Paper 1</td>
<td>30%</td>
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<tr>
<td>Paper 2</td>
<td>30%</td>
</tr>
<tr>
<td>Article Summaries</td>
<td>20%</td>
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<tr>
<td>Participation</td>
<td>20%</td>
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</tbody>
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<table>
<thead>
<tr>
<th>Paper 1</th>
<th>Ethics Paper</th>
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</thead>
<tbody>
<tr>
<td>Paper 2</td>
<td>Three Concepts Paper</td>
</tr>
<tr>
<td>Article Summaries</td>
<td>Summaries from Shafritz and Hyde reader, <em>Classics of Public Administration</em></td>
</tr>
<tr>
<td>Participation</td>
<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>
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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>
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<tr>
<td>C+</td>
<td>77-79</td>
<td>3 points</td>
<td>2.33</td>
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<tr>
<td>C</td>
<td>73-76</td>
<td>4 points</td>
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<tr>
<td>C-</td>
<td>70-72</td>
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<td>D-</td>
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<td>59 or lower</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 2016 Semester Dates and Holidays**

August 31 (Mon) Classes Begin  
September 7 (Mon) Labor Day Holiday  
October 13-15 (Tue-Thurs) I will be out of town at a conference  
November 11 (Wed) Veterans Day Holiday
READING ASSIGNMENTS AND CLASS OUTLINE

Session 1 Introduction (No readings assigned -- August 29)

This is an introductory session; there are no readings assigned

Session 2 No Class -- Labor Day Weekend (September 5)

Session 3 The Search for the Scope and Purpose of Public Administration (September 12)

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 is 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 19)

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 25)

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 (October 3)
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 10)
PART TWO: The Multiple Functions of Public Administrators: Their Major Activities, Responsibilities, and Roles.

Session 8 Decision-Making: The Concept of Incremental Choice (October 17)

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 Cooptative 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 24)

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 31)

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 7)

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 14)

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 21)

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 28)

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 5; a brief presentation of papers)

**Session 16** Work is returned (December 12 – Exam Week)

**Links**

Link to *Governing Magazine*


American Society for Public Administration *(ASPA)* The ASPA Code of Ethics is located on this website.

[http://www.aspanet.org/](http://www.aspanet.org/)

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


*PSCI 501 Public Administration / Fall 2016 / Campus Class*