PSCI 501.01: Public Administration

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

Click here to log onto Moodle

The summer semester begins May 26 and ends July 30
The class begins on May 26; the first assignments are due the following week

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 (online version) 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 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 (discussion board), two article summaries, and two papers (described below).

REQUIRED TEXTS: There are 4 required books

Public Administration: Concepts and Cases. 8/e or 9/e by Richard Stillman
This syllabus has been adjusted for both editions. Questions about the case studies are included for both editions on the Discussion Board. There are only a few differences between the two editions and are noted as 8/e and 9/e in the syllabus. This is the CORE text used in the class. The 8/e will be less expensive that the current, 9/e.
Public Administration in the New Century by Jeffrey Greene

Bureaucracy by James Q. Wilson

Classics of Public Administration (5/e, 6/e, or 7/e may be used) edited by Shafritz & Hyde. The UC Bookstore will have the 7/e.

COURSE REQUIREMENTS and STRUCTURE

The requirements for the class includes reading James Q. Wilson's Bureaucracy, writing two article summaries from Classics of Public Administration, Governing, or the Public Manager, 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>
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<th>Assignment</th>
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<tr>
<td>Paper 1</td>
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<tr>
<td>Paper 2</td>
<td>30%</td>
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<tr>
<td>Two Summaries</td>
<td>20%</td>
</tr>
<tr>
<td>Article Summaries</td>
<td>20%</td>
</tr>
<tr>
<td>Participation</td>
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Ethics Paper
Three Concepts Paper
Two Summaries from Shafritz and Hyde reader, Classics of Public Administration; or you can select articles from Governing or the Public Manager
Based on participation on the Discussion Board

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>
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<td>87-89</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. The summaries constitute 20 percent of one’s final grade. You may select articles from the Shafritz and Hyde book or Governing Magazine. In the summer version, you only need to complete TWO summaries.

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 provided in Moodle


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.

READING ASSIGNMENTS AND CLASS OUTLINE

Session 1 The Search for the Scope and Purpose of Public Administration (May 26; Due June 5)
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. For a photo of Max Weber, see Week 1 below the Discussion Board.

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 2 The Formal Structure: The Concept of Bureaucracy (June 5; due June 12)

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 3 The General Environment: The Concept of Ecology (June 12; due June 19)

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 4 Intergovernmental Relations: The Concept of IGR as Interdependence, Complexity, and Bargaining (June 19; due June 26)

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:
"The American System," by Grodzins

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

"Federalism, Intergovernmental Relations, and Intergovernmental Management: Historical Reflections and Conceptual Comparisons," by Wright

(Note depending on which version of the reader you are using, you will find one of the articles by Wright in it. Either will work for the question on the Discussion Board).

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. Click this link to access the article at City Journal. [http://www.city-journal.org/html/15_4_new_orleans.html](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](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. Governing has been working on their website and this link may not work. If it doesn't work I will provide a hard copy of the article.

Session 5 Internal Dynamics: The Concept of the Informal Group (June 26; due July 3)

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 6 Decision-Making: The Concept of Incremental Choice** (July 3; due July 10)

**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 (8/e)

"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 7 Public Personnel Motivation: The Concept of the Public Service Culture** (March 12; due March 19)

**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 8 Public Budgeting: The Concept of Budgeting as Political Choice (July 10; due July 17)

Stillman: Chapter 12

"The Politics of Public Budgets" by Rubin

Case Study: "Wisconsin's Budget Deficit," by Conant (8/e)

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 9 The Relationship Between Politics and Administration: The Concept of Issue Networks (July 17; due July 24)

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 (8/e)
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 9 (Amendment) James Q. Wilson's *Bureaucracy* (due July 31)**

Normally this class focuses entirely on Wilson's book. The chapters included in Wilson's book are shown below. This year I ask three questions about the Wilson book on Moodle – an overview of what you thought of the book; a discussion about Chapter 1, and ask you to discuss the chapter you found the most interesting from the book. In the campus version, we discuss the book chapter-by-chapter with chapters assigned to students. Given the shorter summer session, I have kept the questions simple. This is part of Session 9.

Although this book was published in 1989, it remains one of the most influential books about the bureaucracy. You should try to read the book through the term given that the summer session is shorter than a normal semester. All students of public administration should read this book. I have kept the questions very simple.

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 ____________

All work is due July 31 and will be returned by August 7