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### PSCI 501.01: Public Administration

Jeffrey D. Greene

*University of Montana - Missoula*, [jeffrey.greene@umontana.edu](mailto:jeffrey.greene@umontana.edu)

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# PSCI 501 Public Administration Syllabus

## Master of Public Administration Program Online Class

Summer 2015 / Fridays Online

Professor: Jeffrey Greene / Telephone: 243-6181

E-mail: [jeffrey.greene@umontana.edu](mailto:jeffrey.greene@umontana.edu)

Office: LA 356 / Office Hours: contact by e-mail or phone; I will be teaching on campus during Summer II

*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

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### 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 than 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**

Paper 1 .....	30%	Ethics Paper
Paper 2 .....	30%	Three Concepts Paper
Article Summaries .....	20%	Two Summaries from Shafritz and Hyde reader, <i>Classics of Public Administration</i> ; or you can select articles from <i>Governing</i> or the <i>Public Manager</i>
Participation .....	20%	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."

<b><u>Grade</u></b>	<b><u>Point Scale</u></b>	<b><u>Point Range</u></b>	<b><u>GPA</u></b>
A	93-100	8 points	4.00
A-	90-92	3 points	3.67
B+	87-89	3 points	3.33
B	83-86	4 points	3.00
B-	80-82	3 points	2.67
C+	77-79	3 points	2.33
C	73-76	4 points	2.00
C-	70-72	3 points	1.67
D+	67-69	3 points	1.33
D	63-66	4 points	1.00
D-	60-62	3 points	.67
F	59 or lower	N/A	0.00

### **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**

**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.

## **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  
\_\_\_\_\_ (or, see next article)

"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**

[Link to Governing Magazine](#)

[American Society for Public Administration](#) (ASPA)

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

*PSCI 501 Public Administration / Summer 2015 / Online version / 10-week session*