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PSC 501.01: Public Administration

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PSCI 501 Public Administration Syllabus

Master of Public Administration Program

Fall 2010 / Mondays in LA 337 at 4:10 p.m.

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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 uses the 8/e and has been adjusted for both editions.

Public Administration in the New Century by Jeffrey Greene

Bureaucracy by James Q. Wilson

Classics of Public Administration (4/e, 5/e, or 6/e may be used; the syllabus uses the 6/e) edited by Shafritz & Hyde. There are minimal differences between the editions and copies of the 4/e and 5/e will be placed on reserve in the Mansfield Library. The UC Bookstore will have the 6/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

Paper 1	30%	Ethics Paper
Paper 2	30%	Three Concepts Paper
Article Summaries	20%	Summaries from Shafritz and Hyde reader, <i>Classics of Public Administration</i>
Participation	20%	Based on participation in class and on the article summaries

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."

<u>Grade</u>	<u>Point Scale</u>	<u>Point Range</u>	<u>GPA</u>
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	.667
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. 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?

[Click here](#) for a sample **Article Summary**

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.

Autumn 2010 Semester Dates

August 30 (Mon) Classes Begin
September 6 (Mon) Labor Day Holiday
November 2 (Tue) Election Day
November 11 (Thurs) Veterans Day Holiday
November 24-26 (Wed-Fri) Thanksgiving Vacation
December 14-18 (Tues-Sat) Final Examinations (The semester ends on a **Saturday** this year; the last day of regular classes in Monday, December 13. This is the first time since I have been at UM that the semester ended on a Saturday).

READING ASSIGNMENTS AND CLASS OUTLINE

Session 1 Introduction (No readings assigned -- August 30)

This is an introductory session; there are no readings assigned

Session 2 No Class -- Labor Day Weekend (September 6)

Session 3 The Search for the Scope and Purpose of Public Administration (September 13)

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. [Click here](#) for a photo of Max Weber

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 20)

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 27)

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 4)

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. [Click here](http://www.city-journal.org/html/15_4_new_orleans.html) for a copy of the article in Adobe Acrobat, or click this link to go directly to the article 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/archive/archive/2005/dec/disaster.txt> 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 7 Internal Dynamics: The Concept of the Informal Group (October 11)

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 18)

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

"Gallopig 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 25)

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 (November 1)

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 8)

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 Administration and the Public Interest" by Herring _____ (4/e)

"Public and Private Management...", by Lindblom _____

"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 15)

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 22)

Greene: Chapter 8

Other online readings: "Pay for Performance" by A. C. Hyde (from The Public Manager) _____
<http://thepublicmanager.org/cs/blogs/featured/archive/2008/06/13/pay-for-performance.aspx>

"Privatization and the Market Structuring Role of Local Government" by Mildred Warner and Amir Hefetz _____

<http://government.cce.cornell.edu/doc/reports/nattrends/default.asp> (Read the article in .pdf format on this webpage)

Governing Magazine's, "Grading the States,"
http://www.pewcenteronthestates.org/report_detail.aspx?id=36228 (The whole report is linked to this page, or can be accessed at: <http://www.pewcenteronthestates.org/uploadedFiles/Grading-the-States-2008.pdf>) This is assigned to the whole class.

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 29)

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 Brief discussion of the papers (December 6; all work is due)

Session 16 Papers and all work is returned (December 13; Exam Week runs from December 14 through December 18 this year; there is not a final exam in this class)

[Major Terms Guide](#) (This document was used as a study guide for the exam. There is no longer an exam in campus or the online version of the class)

[Link to Governing Magazine](#)

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

[American Society for Public Administration Code of Ethics](#) (Needed for Session 12)

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

PSCI 501 Public Administration / Fall 2010 / Campus Class

[Back to Professor Greene's Home Page](#)