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PSC 501.01: Public Administration

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PSc 501 Public Administration Syllabus

Master of Public Administration Program

Fall 2004

Mondays - LA 337 4:10 - 6:30 p.m.

The Fall 2004 Semester begins Monday, August 30

Professor: Jeffrey Greene / **Telephone:** 243-6181 / **E-mail:** jeffrey.greene@umontana.edu

Office: LA 356 / **Office Hours:** Mondays, 3:30 - 4 p.m. T,Th, 2 - 2:30 p.m.

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. Specifically, it focuses on the evolution of public administration as an academic discipline, 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 PSc 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 communication
- 5) Awareness of public service values: personal ethics, professional ethics, citizen responsiveness, social responsibility

REQUIRED TEXTS

Public Administration: Concepts and Cases (7th Edition) by Stillman

Public Administration in the New Century by Jeffrey Greene

Classics of Public Administration (4th Edition) edited by Shafritz & Hyde (*A copy of this book is on reserve in the library*)

Public Administration: Annual Editions edited by Howard Balanoff

Bureaucracy by James Q. Wilson (*Copies on reserve in the library; you can also purchase copies in the UC Bookstore*)

*All students are expected to read **Bureaucracy** during the semester.*

COURSE REQUIREMENTS and STRUCTURE

The requirements for the class include a comprehensive final exam and writing a five-page paper, which is described below. The structure of the course will be simple. Each week the class will focus on one major concept of public administration that will be illustrated in the assigned articles. The case study approach will be used to highlight the concepts. **STUDENTS ARE RESPONSIBLE FOR ALL ASSIGNED READINGS.** After an introduction, students will be asked questions about the readings and the case study. After completing the course, students should understand the major concepts of public administration included in this course.

Grade Weights

Paper	50%	(Due December 6; will be returned on December 13) (Written abstracts from all articles in <i>Annual Editions</i> ; due December 6. All students are also required to write a 5-page book critique of James Q. Wilson's, <i>Bureaucracy</i> , which is also due December 6).
Article Critiques	30%	(Abstracts and presentations from <i>Classics of Public Administration</i> and <i>Bureaucracy</i>)
Participation	20%	

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 scale.

Paper

Select one of the following assignments and write a five-page paper. The papers are due on Monday, December 6.

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.

Select the three 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 Critique Guidelines

The Shafritz and Hyde text contains a variety of articles that will be assigned to students on the first day of class. Part of designated classes will be used for brief oral summaries of the assigned articles. The articles will be assigned to "individual students" and a written summary should be prepared to hand out to the class. The critiques constitute 20 percent of one's final grade. *All students are expected to read all of the assigned articles for each class but only have to prepare a written critique for their pre-assigned article.*

Each student is responsible to have thoroughly read the article, be prepared to present an overview of

the article, and be prepared to respond to questions from the instructor and the class. The total time of the presentation should be no longer than 5 minutes. 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 techniques, tools of analysis, or methods are employed by the author to answer the question?
4. What major points does the author make?
5. What does the author conclude? What suggestions are made?
6. What is the relevance of the article to theory or practice?

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

Article Abstracts from the *Public Administration: Annual Editions* Book and Book Report/Critique of James Q. Wilson's book, *Bureaucracy*.

All students are required to write short abstracts for each of the articles in the *Public Administration: Annual Editions* book. The abstracts are due on December 6. Samples are on reserve in the library. All students are also required to write a book report/critique of James Q. Wilson's, *Bureaucracy*. The critique should not exceed 5 pages. Additionally, we will discuss the book, chapter by chapter, on November 22. Students will also be assigned specific chapters for that night, which should be handled in the same manner as the abstracts.

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

Exam

There will be no formal, written exam

NOTE: The University will be closed for several legal holidays during the Fall 2004 Semester:

Monday, September 6 (*Labor Day*)

Tuesday, November 2 (*Election Day*)

Thursday, November 11 (*Veterans Day*)

Wednesday through Friday, November 24, 25, 26 (*Thanksgiving Holiday*)

READING ASSIGNMENTS AND CLASS OUTLINE

Session 1 Introduction -- No Readings (August 30)

No class on Monday, September 6 -- Labor Day

Session 2 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

"Five Great Issues in the Profession of Public Administration" by Brian Fry (On Reserve) _____

Greene: Chapters 1 and 2

Shafritz and Hyde:

"Toward a New Public Administration" by Frederickson _____

"Public Administration and the Separation of Powers" by Rosenbloom _____

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

Session 3 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

Shafritz and Hyde:

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

"The Life Cycle of Bureaus" by Downs _____

"Breaking Through Bureaucracy" by Barzelay and Armajani _____

"Organizations of the Future" by Bennis _____

"Bureaucratic Structure and Personality" by Merton _____

Session 4 The General Environment: The Concept of Ecology (September 27)

Stillman: Chapter 3

"The Ecology of Public Administration" by Gaus _____

Case Study: "Dumping \$2.6 Million on Bakersfield" by Aron

Shafritz and Hyde:

"Government is Different" by Appleby _____

"Scientific Management" by Taylor _____

"Reinventing Government" by Kettl _____

The Political Environment: The Concept of Administrative Power

Stillman: Chapter 4

"Power and Administration" by Long _____

Case Study: No case study assigned

Shafritz and Hyde:

"Politics and Administration" by Goodnow _____

"Administrative Decentralization and Political Power" by Kaufman _____

"Democracy and the Public Service" by Mosher _____

"The End of Liberalism: The Indictment" by Lowi _____

Session 5 Intergovernmental Relations: The Concept of IGR as Interdependence, Complexity, and Bargaining (October 4)

Stillman: Chapter 5

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

Case Study: "Wichita Confronts Contamination" by Rosegrant

Shafritz and Hyde:

"The American System" by Grodzins _____

"Understanding Intergovernmental Relations" by Wright _____

Session 6 Internal Dynamics: The Concept of the Informal Group (October 11)

Stillman: Chapter 6

"Hawthorne and the Western Electric Company" by Mayo _____

Case Study: "Uniforms in the Closet" by Egan

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 Bomb the Serbs" by Sciolina and Bronner

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 7 Decision-Making: The Concept of Incremental Choice (October 18)

Stillman: Chapter 8

"The Science of Muddling Through" by Lindbloom _____

Case Study: "The MOVE Disaster" by Nagel

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

Greene: Chapter 4 Organizational Theory and Behavior

Session 8 Public Personnel Motivation: The Concept of the Public Service Culture (October 25)

Stillman: Chapter 11

"The Public Service Culture" by Wise _____

Case Study: "Admiral Boorda's War" by Boyer

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 _____

"Changing Work, Changing Workforce, Changing Expectations" by Ingraham _____

Session 9 Public Budgeting: The Concept of Budgeting as Political Choice (November 1)

Stillman: Chapter 12

"The Politics of Public Budgets" by Rubin _____

Case Study: "County Prison Overtime" by Mills

Shafritz and Hyde:

"The Lack of a Budgetary Theory" by Key _____

"Organizational Decline and Cutback Management" by Levine _____

"Rescuing Policy Analysis from PPBS" by Wildavsky _____

"Public Budgeting Amidst Uncertainty and Instability" by Caiden _____

Greene: Chapter 6 Public Budgeting

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

Session 10 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 _____

Case Study: "But No Cigar: How a Rescue Mission Failed, Just Barely, in Orange County" by Jereski

Shafritz and Hyde:

"Public Administration and the Public Interest" by Herring _____

"Reinventing Government" by Kettl _____

"Exploring the Limits of Privatization" by Moe _____

Greene: Chapter 7 Public Policy

Session 11 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: "Madonna's Sex" by Morgan

ASPA Code of Ethics (Handout)

Greene: Chapter 9 Ethics in Public Administration

Shafritz and Hyde:

"Watergate: Implications for Responsible Government" Mosher _____

"The Possibility of Administrative Ethics" by Thompson _____

"The Public Administration Community and the Search for Professionalism" by Gargan (on reserve)

Session 12 Discussion of James Q. Wilson's *Bureaucracy* (November 22)

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 (*Already covered in Session 11*)

Greene: Chapter 8 Government Performance

Session 13 Discussion of your papers - No Readings Assigned (November 29)

Session 14 All written work is due, Papers, Book Report, and Abstracts (December 6)

Session 15 Papers Returned (December 13) *This is the first day of Exam Week*

Major Terms Guide

Link to Governing Magazine

Major Periods in the Development of Public Administration (*This document is in Adobe Acrobat format. A version of this table is included in **Public Administration in the New Century** in Chapter 2)*

American Society for Public Administration (ASPA)

American Society for Public Administration Code of Ethics (*Needed for Session 11*)

Reserved articles and materials are available in the Mansfield Library

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