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### PSC 501.01: Public Administration

Jeffrey Greene

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

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## PSc 501 Public Administration Syllabus

Fall 2003 / Mondays / LA 338 in 4:10 - 6:30 p.m.

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

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

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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. 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

***Classics of Public Administration*** (4th Edition) edited by Shafritz & Hyde

***Public Administration: Annual Editions 2003/04*** edited by Howard Balanoff (*If the 2003/04 version of Annual Editions is not available by September, we will use the 2002/03 version*).

***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 8; will be returned on December 15)

**Article Critiques**.....30% (Written abstracts from all articles in *Annual Editions*; due December 8. All students are also required to write a 5-page book critique of James Q. Wilson's, *Bureaucracy*, which is also due December 8).

**Participation** ..... 20% (Abstracts and presentations from *Classics of Public Administration* and *Bureaucracy*)

## Paper

Select one of the following assignments and write a five-page paper. The papers are due on Monday, December 8.

Provide a statement of your personal code of ethics. Include 10 principles in your statement and give an explanation and justification for each of these principles derived from your reading of the pertinent literature.

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 10 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?

## 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 8. 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 December 1. Students will also be assigned specific chapters for that night, which should be handled in the same manner as the abstracts.

### Exam

There will be no formal, written exam in this section of PSc 501.

**NOTE: October 13 is the last day to drop a class or change a grading option.**

## READING ASSIGNMENTS AND CLASS OUTLINE

**Session 1 Introduction -- No Readings** (September 8)

**Session 2 The Search for the Scope and Purpose of Public Administration** (September 15)

**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) \_\_\_\_\_

Chapter 1 of *Public Administration in the New Century* by Greene (On Reserve). *Everyone should read this chapter. The chapter can be used throughout the semester.*

**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 22)

**Stillman:** Chapter 2

"Bureaucracy" by Weber \_\_\_\_\_

Case Study: "How Kristin Died" by Lardner

**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 29)**

**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 6)**

**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 13)**

**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

**PART TWO: The Multiple Functions of Public Administrators: Their Major Activities, Responsibilities, and Roles.****Session 7 Decision-Making: The Concept of Incremental Choice (October 20)**

**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

"Gallopig Elephants: Developing Elements of a Theory of Effective Government Organization" by Rainey and Steinbauer \_\_\_\_\_

Case Study: "The Lessons from ValuJet 592" by Langewiesche

**Session 8 Public Personnel Motivation: The Concept of the Public Service Culture (October 27)**

**Stillman:** Chapter 11

"The Public Service Culture" by Wise \_\_\_\_\_

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

**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 3)**

**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 \_\_\_\_\_

**Session 10 No Class on November 10; Veteran's Day Holiday****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 17)**

**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 \_\_\_\_\_

**Session 12 The Relationship Between Ethics and Public Administration: The Concept of Ethical Obligations** (November 24)

**Stillman:** Chapter 16

"Public Administration and Ethics: A Prologue to a Preface" by Waldo \_\_\_\_\_

Case Study: "Madonna's Sex" by Morgan and *ASPA Code of Ethics* (Handout)

**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 13 Discussion of James Q. Wilson's *Bureaucracy*** (December 1)

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*)

**Session 14 Papers, Book Report, and Abstracts Due – Be prepared to discuss your papers**  
(December 8)**Session 15 Papers Returned** (December 15)