

POL 320/520 PUBLIC ADMINISTRATION
Class Outline*

Term II, T 6:35-9:05

Professor D. R. Burkholder

CLASS DESCRIPTION

The interface of public administration, value and fact are examined in order to understand the unique characteristics of the environment of decision-making experienced by public and quasi-public administrators, including those serving in health care organizations and welfare agencies. Also examined are the areas of legislative relations, conflict resolution and collective bargaining, decision-making, communication, and administrative law.

TEXTS

- A. George Berkley and John Rouse, THE CRAFT OF PUBLIC ADMINISTRATION. 7th ed., Madison: Brown and Benchmark Publishers, 1997.
- B. Richard B. Stillman, (ed.), PUBLIC ADMINISTRATION: CONCEPTS AND CASES, 7th ed., Boston: Houghton-Mifflin. 1992.

CLASS SETTING

Theory and practice, as well as the law and resultant government action, are inextricably intertwined. Nowhere is this more apparent than in a field where the results of policymaking are tested in the "real world" setting, i.e., applied to the people a democratic government exists to serve, through programs put into place by elected representatives who themselves sometimes do not have a clear vision of what they want to do. The result of compromised objectives from competing factions is often uncertainty, i.e., lack of clarity and competing objectives in the statutory mandate, often resulting in increased discretion and freedom of decision on the part of the administrator. The results of bureaucratic decisions frequently result in pressures for different goals, objectives and actions. Thus the policy making cycle rejuvenates itself as the delivery of the values, goods and services of government gains attention in the political, or policy-making, arena.

ASSIGNED READING SCHEDULE, REQUIREMENTS

See following page. Reading assignments should be completed, i.e., read and studied, prior to the class meeting. Annotated Bibliography for undergraduates, Term Paper for graduate students, each on an approved topic.

*Subject to change.

POL 320/520 PUBLIC ADMINISTRATION
ASSIGNED READING SCHEDULE*

January 7	- Introductory remarks.	(Continued)
January 7 (Continued)	-Discussion class, requirements, etc.	

Key Decision Makers
 Professional State
 Presidential/Gubernatorial/Mayoral Style
 and Leadership of Fourth Branch
 Hierarchical vs. Non-Hierarchical Approaches
 Process Oriented Concepts in Organization

February 4	Text A:	Chapter 8	Communications in Organizations Upward, Downward, Lateral, Formal, and Informal Search for Support Clientele: Public, Legislative, and Employee Relations Legislative Oversight and Presidential Control-Relative Effectiveness of Separation of Power
	Text B:	Chapter 9	Administrative Communications Communication Networks
February 11	Text B:	Chapters 6, 8, 10	The Informal Group Hawthorne Experiment and Western Electric; Personnel Changes in City Government Executive Management: Public and Private Implementation: Optional Conditions Satisficing Muddling Through Incremental Choice
February 18	Text B:	Chapter 5	Federalism, Intergovernmental Relations, and "Madison's Middle Ground" {Relate to material in Chapter 2 of Berkley- Rouse, Text A} Calculative IGR Quasi-Public Organizations and Governmental Regulation Other possible readings as assigned Review of Administrative Communication and Information Network Annotated Bibliography Topic Justification Due
February 25	Text A:	Chapter 9, Taxing, Budgeting and Spending Chapter 12, Clientele Pressures, Support, and Regulatory Behavior	
February 25 (Continued)	Text B:	Chapter 12, Budgeting as Politics Budgeting as Political Compromise and Strategy of Incrementalism Discussion of Communication, Public and Clientele	(Continued)

Relations, Lobbying, External and Internal Relationships

- March 4 SPRING BREAK- NO CLASS
- March 11 Text A Chapters 5, 6, and 7: People and Personnel; Public Sector Unionism, Collective Bargaining; Leadership
Text B Chapters 11 and 14: Personnel Motivation; Theory X and Theory Y; Relationship Between Politics and Administration, and Issue Networks
- March 18 -Second Mid-Term, first 50 minutes of class-
-Videotape on Labor Relations, Collective Bargaining
-Discussion of people, money, organization relationship in public sector collective bargaining, differences in state laws, labor culture(s).
- March 25 Text A Chapter 10 and 11, Productivity Challenge: Working Smarter While Doing with Less; Administrative Law and Control; The Pressures of Discretion and Cutback
- April 1 Text B Chapter 15, Relationship between Public and Private Management Approaches and Concerns
Quasi-public, Not-for-Profit Organizations
Possible Guest Speaker
- April 8 The Reform Movement and the City Manager Role
Possible Guest Speaker
-Readings as assigned.
-TERM PAPER/ANNOTATED BIBLIOGRAPHY DUE
- April 15 Text B, Chapter 16, Ethics in the Public Service
Presentation of Reports based on Term Paper or Annotated Bibliography
- April 22 FINAL EXAMINATION at time scheduled by University unless the class unanimously chooses to have the exam at the usual class time.

Recommended Readings and Resources

BOOKS

Paul Appleby, POLICY AND ADMINISTRATION. University of Alabama Press, 1969.

Richard Aronson and Eli Schwartz, eds. MANAGEMENT POLICIES IN LOCAL GOVERNMENT FINANCE (4th ed.), International City Managers Association, 1996.

- FEDERAL SYSTEM. Sage Publications: Beverly Hills, CA, 1976.
- Frederick S. Lane, ed., CURRENT ISSUES IN PUBLIC ADMINISTRATION (5th)
Sage Publications: New York, 1994.
- Norton Long, THE POLITY. Rand McNally: Chicago, 1962.
- Theodore Lowi, THE END OF LIBERALISM. Norton; New York, N.Y., 1969.
- Thomas D. Lynch, PUBLIC BUDGETING IN AMERICA 2nd ed. Prentice Hall:
Englewood Cliffs, N.J., 1985. (More recent eds. are available.)
- Machiavelli, THE PRINCE (on the uses and control of administrative machinery)
- William L. Morrow, PUBLIC ADMINISTRATION: POLITICS AND THE POLITICAL
SYSTEM. Random House: New York, 1975. (later eds. available)
- Frederick C. Mosher. THE PROFESSIONAL STATE: DEMOCRACY AND THE
PUBLIC SERVICE. Oxford University Press: New York, 1982.
- Ralph Nader, Peter Petkas, and Kate Blackwell, eds., WHISTLE BLOWING.
Bantam Books: New York, 1972.
- Arthur M. Okun, ECONOMY AND EFFICIENCY: THE BIG TRADEOFF. The
Brookings Institution: Washington, D.C., 1975.
- B. Guy Peters, THE POLITICS OF BUREAUCRACY: A COMPARATIVE
PERSPECTIVE. Longman: New York, 1978.
- John M. Pfiffner and Frank P. Sherwood, ADMINISTRATIVE ORGANIZATION.
Prentice-Hall, Inc.: Englewood Cliffs, N.J., 1972.
- Emmette S. Redford, DEMOCRACY IN THE ADMINISTRATIVE STATE. Oxford
University Press, New York, 1969.
- John Rehfuss, THE JOB OF THE PUBLIC MANAGER. Dorsey Press: Chicago, 1989.
- Francis E. Rourke, BUREAUCRACY, POLITICS AND PUBLIC POLICY. Boston:
Little, Brown, 1969.
- Grover Starling, MANAGING THE PUBLIC SECTOR (4th ed.) Wadsworth
Publishing: Belmont, CA., 1993.
- Richard J. Stillman II, ed., PUBLIC ADMINISTRATION: CONCEPTS AND CASES.
Houghton Mifflin: Boston, 1992.
- “ “ “ “ ” “ THE AMERICAN BUREAUCRACY: THE CORE OF
MODERN GOVERNMENT. Nelson Hall Publishers: Chicago, 1996.

Victor A. Thompson, MODERN ORGANIZATION: A GENERAL THEORY.
Alfred Knopf: New York, 1969.

Aaron Wildavsky, THE NEW POLITICS OF THE BUDGETARY PROCESS.
Glenview, IL.: Scott-Foresman and Co., 1988.

James Q. Wilson (ed.), THE POLITICS OF REGULATION. Basic Books: New York,
N. Y., 1980.

ARTICLES

Charles E. Lindblom, "The Science of Muddling Through," PUBLIC
ADMINISTRATION REVIEW (PAR), 1959. [or in Stillman, "Cases in..."]

Norton E. Long, "Power and Administration," PAR 1949 [or in Stillman, "Cases..."]

Jerre S. Williams, "Cornerstone of Administrative Law," ADMINISTRATIVE LAW
REVIEW, Vol. 28 (1976) v-xii.

Woodrow Wilson, "The Study of Public Administration," POLITICAL SCIENCE
QUARTERLY 2 June 1887. 197-222 [or in Stillman, "Cases"]

Peter Woll, "Administrative Law in the Seventies," PAR, Vol. 32, No. 5, Z
Sept.-Oct. 1972, 557-564.

JOURNALS (aside from those noted above)

REVIEW OF PUBLIC PERSONNEL ADMINISTRATION, Institute of Public
Affairs, University of South Carolina, Columbia, S.C.. 29208.

PUBLIC BUDGETING AND FINANCE, a periodical published under the auspices
of the American Society for Public Administration and its Section on
Budgeting.

STATUTES

Administrative Procedures Act of 1946 and similar legislation in the states.

Raphael:

The Stillman case book and the Berkley text are both used in my introductory class. This provides at least some material on the major sub-areas, i.e., budgeting and personnel management. I have run off a number of class outlines but have not yet sorted them out. I'll provide them later. I trust this is helpful for your colleague.

Regards,

Notes on Bureaucracy, Public Administration as the “Fourth Branch”
D.R. Burkholder, Nov. 9, 1996

1. People, Money and Organization--the need to relate each to the other in order to begin to comprehend how any organization operates, whether public, private, or some combination thereof, e.g., non-profits, organizations such as SEMCOG, etc.
2. Politics
3. Political Parties
4. Partisan Politics
5. Bureaucracy as Public Administration, Fourth Branch in a System with a Separately Elected Chief Executive
6. The Tension between Bureaucracy and Democracy
7. Classical or Ideal Bureaucracy (from Max Weber)
 - Fixed, Official Jurisdictional Areas
 - Hierarchy -
 - Levels of Graded Authority
 - Super- and - Subordination
 - Files (written records)
 - Expert Training (expertise, specialization)
 - Full-time
 - General Rules are Followed

