

PAD 6108 PUBLIC ADMINISTRATION THEORY

Fall, 2016

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Office Hours: M,W 9:30-10:30, T 1-2:00 and by appt

Course Objectives

PAD 6108 is an introduction to public bureaucracies and the people who study them. Over the next few weeks, we will examine many of the major writings and analyses on bureaucracy, primarily as it operates in the U.S. Students should leave the course with a sense of a) some of the ethical, political, and administrative issues faced by public administrators and their superiors; b) how (and why) bureaucracies operate in America; and c) how bureaucracies interact with the larger political and private environments in which they serve.

Course Premises

The course proceeds off a number of assumptions concerning the role of the administrative sector in society. In Democracy and the Public Service (1968: 1), Frederick C. Mosher maintains that:

1. governmental decisions and behavior have tremendous influence upon the nature and development of our society, our economy, and our policy;
2. the great bulk of decisions and actions taken by governments are determined or heavily influenced by bureaucratic officials, most of whom are appointed, not elected;
3. the kinds of decisions and actions these officials take depend upon their capabilities, their orientations, and their values; and
4. these attributes depend heavily upon their backgrounds, their training and education, and their current associations.

In addition, recent research and analysis suggest a fifth premise:

5. the actions and behaviors of administrators and bureaucracies are also conditioned (albeit imperfectly) by their larger political and economic environment.

Expectations/Grading

Class time will be spent reviewing the week's readings. While the readings are often extensive, I expect them to be read (and on time) and I expect you to be prepared to summarize, critique, and draw implications from each of the assigned readings (you will be asked to write a brief 1-2 page reaction paper most weeks). My role will simply be to guide the discussion. I do *not* intend to lecture.

Both the midterm and final paper require you to synthesize some of the major analysis in the field (more on this later). In addition, you will participate in a group project that examines a particular policy/administration situation. Each student will also participate in a classroom debate. Both of the latter exercises entail a written and oral component.

Grades are apportioned as follows:

35% -- [Final Paper](#)

35% -- Midterm (take home)

15% -- Group Project

15% -- Class Discussion (including reaction papers) and Debate

Late papers/assignments are accepted only in rare and deserving cases, at the discretion of the instructor, and subject to a grading penalty. I normally do not give incompletes.

Students are expected to comply with UF's [Academic Honesty Guidelines](#) .

Students who commit an act of academic dishonesty will suffer the appropriate sanction.

The Course Web Page

I have created a web page for this course at the address listed above. It includes this syllabus and other information about the course.

Texts Charles T. Goodsell, The New Case for Bureaucracy CQ Press, 2015.

Herbert Kaufman, The Forest Ranger Baltimore, Maryland: Johns Hopkins University Press, 1960.

Marissa Golden. What Motivates Bureaucrats? Politics and Administration During the Reagan Years. New York: Columbia University Press, 2000.

Additional readings have been placed on reserve ® in the graduate student room on the 3rd floor of Anderson Hall and others are available through JSTOR.

Course Outline, Schedule, and Readings

OVERVIEW (4 weeks)

August 23-- Introduction to the Course

August 30 -- The Case for (against) Bureaucracy

Charles Goodsell. 2015. The New Case for Bureaucracy. ALL

September 6 -- Theories of Organizations: The Classics

David H. Rosenbloom. 1983. "Public Administration Theory and the Separation of Powers." *Public Administration Review*. (May, June): 219-227. **JSTOR**

Brian R. Fry. 2008. "Introduction." Mastering Public Administration. (Chatham House) pp. 1-14. ®

Nicholas Henry. 1989. "The Threads of Organization Theory." in Public Administration and Public Affairs . ®

Brian R. Fry. 2008. "Max Weber." Mastering Public Administration . pp. 15-46. ®

September 13 -- Theories of Organizations: Recent Classics

Terry M. Moe. 1984. "The New Economics of Organization." *American Journal of Political Science*. 28:739-777. JSTOR

Brian Fry. 2008. "Herbert Simon: A Decision Making Perspective." Mastering Public Administration. pp. 181-217. (®)

INSIDE BUREAUCRACY (5 Weeks)

September 20 -- The Individual and the Organization

Selden, Sally. 1997. Chapter 1, pp 3-9 and Chapter 3 in *The Promise of Representative Bureaucracy*. Armonk NY: ME Sharpe.

David M. Hedge, Donald C. Menzel, and George Williams. 1988. "Regulatory Attitudes and Behavior: The Case of Surface Mining Regulation." *Western Political Quarterly*. 44: 323-340. ® & JSTOR

Michael Lipsky. 1976. "Toward a Street-Level Bureaucracy." in Hawley et al., Theoretical Perspectives on Urban Politics . (Prentice-Hall). ®

Harold Gortner et al. 1997. Chapter 8, "Work Motivations." in Organization Theory, Wadsworth.

Sanford Schram, Joe Soss, Richard Fording, and Linda Houser. 2009 "Race, Choice, and Punishment at the Frontlines of Welfare." [*American Sociology Review*](#). 74: 398-422.

Debate # 1 (Affirmative Action)

Resolved: State and local governments should be required to vigorously pursue affirmative action efforts on behalf of women and minorities including hiring quotas and minority set asides.

September 27 -- The Individual and the Organization

Herbert Kaufman. 1960. The Forest Ranger . ALL

Terry J. Tipple and J. Douglas Wellman. 1991. "Herbert Kaufman's Forest Ranger 30 Years Later: From Simplicity and Homogeneity to Complexity and Diversity." [*Public Administration Review*](#). pp. 421+. **JSTOR**

Debate # 2 (Public Sector Unions and the Right To Strike)

Resolved: Public sector employees should have the right to collective bargaining, including the right to strike.

October 4 -- The Structure of Organizations: Hierarchy and its Alternatives

Gortner et al. Chapter 4, "Organizational Structure and Design." Organization Theory. ®

Karen M. Hult and Charles Walcott. 1989. "Organizational Design as Policy Analysis." [*Policy Studies Journal*](#). pp. 469-494. **JSTOR**

October 11 -- The Structure of Organizations: Going Outside the Public Sector

John E. Chubb and Terry M. Moe. 1988. "Politics, Markets, and the Organization of Schools." [*American Political Science Review*](#) 82:1065-1089. **JSTOR**

Demetra Nightingale and Nancy Pindus. 1997. "Privatization of Public Social

Services." Urban Institute.

<http://www.urban.org/publications/407023.html>

Carol Da Vito and Sarah Wilson. 2001. "Faith-Based Initiatives: Sacred Deeds and Secular Dollars." Urban Institute

<http://www.urban.org/publications/310351.html>

Donald M. Van Slyke. 2003. "The Mythology of Privatization in Contracting for Social Services," *Public Administration Review*, (May/June) 63: 296-315.

JSTOR

Jonathon G.S. Koppell. 2003. Ch. 1-3. The Politics of Quasi-Government Hybrid Organizations and the Dynamics of Bureaucratic Control. Cambridge University Press.

Debate # 3 (Privatization of the Schools)

Resolved: The state of Florida should adopt an expanded voucher system whereby parents can choose to send their children to the public or private school of their choice.

October 18 -- Decision Making in Organizations

Gortner et al. Chapter 7, "Organizational Decision Making." Organization Theory. ®

excerpts from Irving Janis. 1972. Victims of Groupthink (Houghton Mifflin). ®

October 25 -- Midterm Due - No Class

BUREAUCRACIES AND THEIR POLITICAL ENVIRONMENTS (3 Weeks)

November 1 - Bureaucratic Responsibility: An Overview

William Gormley. 1989. Chapter 1, "A Framework for Analysis," in Taming the Bureaucracy (Princeton University Press). @

Barbara S. Romzek and Melvin Dubnik. 1987. "Accountability in the Public Sector: Lessons from the Challenger Disaster." *Public Administration Review*. pp. 227-238. **JSTOR**

Michael Nelson. 1982. "A Short Ironic History of American National Bureaucracy." *Journal of Politics* . 44:747-778. **JSTOR**

November 8-- Executive and Citizen Control of the Bureaucracy

Golden. What Motivates Bureaucrats? Politics and Administration During the Reagan Years. ALL

David Hedge, 2013 "[George W. Bush and Political Control of the Bureaucracy](#)," March. *White House Studies*.

William Gormley. 1989. Chapter 3, "Interest Representation," in Taming the Bureaucracy (Princeton University Press). @

November 15 -- Legislative and Judicial Control of the Bureaucracy

David Hedge and Renee Johnson. 2002. "The Plot that Failed: The Republican Revolution and Political Control of the Bureaucracy." *Journal of Public Administration Research and Theory*. 12 (3) 333-351. **JSTOR**

Matthew D. McCubbins and Thomas Schwarz. 1985. "Congressional Oversight Overlooked: Police Patrols versus Fire Alarms." *American Journal of Political Science*. 28(1): 165. **JSTOR**

William Gormley. 1989. Chapter 3, "Due Process" in Taming the Bureaucracy (Princeton University Press). @

November 22 -- No Class - Thanksgiving

December 6 -- Group Presentations

Monday, December 12 -- Final Paper Due