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Public Administration 400

PUBLIC ADMINISTRATION THEORY

Spring 2010
Monday
367 BSB

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Office hours: Email me and we'll set up a mutually convenient time.

In this course we'll discuss the development of public administration as a scholarly area of knowledge and as a professional practice.

The main text is *Classics of Public Administration*, 6th ed. This is a collection of readings that covers the main topics in public administration theory; such as bureaucracy, budget making, and so on. Our goals are two-fold. First, we want to understand what the authors of these readings say about these topics. Second, we want to assess or evaluate what's said about these topics. One source for evaluating the readings in the *Classics* book is my *QUALITY Public Management* book.

The Theme of the Course is "The Cult of the Chief Executive: Public Management's Dangerous Devotion to Executive Power"¹. It's my view that we need a clear—and empirically substantiated—description of the power and functions of chief executives in order to optimize management effectiveness. Here are some questions we'll answer as we discuss the Theme of the Course each class session: How much power do public sector chief executives, division directors, agency heads, and the like have? How much power should they have? More than they now have? Or less? What are the roles or functions of today's public sector executives? That is, what are they actually doing? Should chief executives be doing something else? From our discussions of the Theme of the Course we'll obtain ideas about how to better manage public sector organizations and we'll also gain an understanding of the diverse, and often conflicting, views evident in public administration theories.

Texts: Shafritz, Jay M., and Hyde, Albert C., eds., *Classics of Public Administration*, 6th ed. Belmont, Calif.: Wadsworth/Thompson., 2007.

Beam, George. *QUALITY Public Management: What It Is and How It Can Be*

¹ I've borrowed the title of the Theme of the Course from Gene Healy, *The Cult of the Presidency: America's Dangerous Devotion to Executive Power* (Washington, D.C.: Cato Institute, 2008).

Improved and Advanced. Lanham, MD.: Rowman and Littlefield
(Burnham), 2001.

Nelson, Dana D. *Bad for Democracy: How the Presidency Undermines the Power of the People* (Minneapolis: University of Minnesota Press, 2008).

Assignments

1. Four (4) 1 page Talking Points of 4 excerpts, and class presentations based on the Talking Points: Write four (4) 1 page Talking Points, each based on articles/excerpts you select from 4 Sign-Up Sheets distributed in class. In each 1 page Talking Points, identify the main points of the article/excerpt you selected, and also state your assessment of the author(s)=s main points. Hand in your 1 page Talking Points on the designated dates. Also, make copies of the 1 page Talking Points and distribute to the class. After you hand in each 1 page Talking Points, be prepared, when called upon, to restate the author's main points and your assessment, and be prepared to respond to questions and comments. (40% of the course grade.)
2. Take Home Final Exam: 60% of the course grade. Distributed last day of class, April 26, and hard copy due in my mailbox or at my office by May 3, 5:00 PM.

Class sessions have three parts:1) Lectures/discussions/assessments of public administration theories; 2) Presentation and Discussion of the Talking Points; and 3) Theme of the Course: The Cult of the Chief Executive: Public Management's Dangerous Devotion to Executive Power.

Blackboard: The syllabus is on Blackboard. Check Blackboard every day or so for updates, classroom changes, class rescheduling, and so on.

The order of lectures/discussions/assessments follows:

PART 1 INTRODUCTION

Jan. 11

Introduction to the Course

Assignments

Theme of the Course

Overview of the Syllabus

Theories, speculations, revelations, and bad dreams

What's in a Word? Plenty when the word is "service", "defense"—and there are many others

Rules for Social Science Research

Jan. 25, Feb. 1

System Analysis and Behaviorism

Organizations and the System Concept, Katz and Kahn, *Classics*, pp. 189-198

The QUALITY Standard, *QUALITY Public Management*, pp. 3-23
How Does an Idea's Time Come? Kingdon, *Classics*, pp. 445-450
Criteria for Assessing Public Administration Theories
Principles of QUALITY Management, *QUALITY Public Management*, pp.23-51
Theme of the Course: The Cult of the Chief Executive
Bad for Democracy, pp. 1-28

PART 2 PROCESSSES

Feb. 8—Hand In Part 2 Talking Points

Feb. 8, 15, 22, March 1

Public Administration Processes

Importance of Processes

Processes and the Quality Movement, *QUALITY Public Management*, pp. 55-67

Notes on the Theory of Organizations, Gulick, *Classics*, pp. 79-87

The Proverbs of Administration, Simon, *Classics*, pp. 124-137

The Cooptative Mechanism, Selznick, *Classics*, pp. 143-149

Redundancy, Rationality, and the Problem of Duplication and Overlap,
Landau, *Classics*, pp. 283-295

Budget Processes

The Road to PPB: The Stages of Budget Reform, Schick, *Classics*,
pp.199-214

Organizational Decline and Cutback Management, Levine,
Classics, pp. 335-347

Public Budgeting Amidst Uncertainty and Instability, Caiden,
Classics, pp. 412-422

Quality Budget-Policy Processes, *QUALITY Public Management*, pp. 105-118

Human Resource Management Processes

Characteristics of QUALITY Human Resource Management
Processes

QUALITY Public Management, pp. 67-77

Quality Recruitment, Selection, and Education and Training
QUALITY Public Management, pp. 79-100

Quality Compensation and Promotion

QUALITY Public Management, pp.100-104

Scientific Management, Taylor, *Classics*, pp. 36-38

The Giving of Orders, Follett, *Classics*, pp. 57-63

Representative Bureaucracy, Krislov, *Classics*, pp. 330-334

Democracy and the Public Service, Mosher, *Classics*, pp. 423-433

From affirmative Action to Affirming Diversity, Thomas, Jr.,
Classics, pp. 486-494

Procurement Processes

Quality Procurement Processes, *QUALITY Public Management*,
pp. 118-130

Presentation and Discussion of Talking Points

Theme of the Course: The Cult of the Chief Executive
Bad for Democracy, pp. 29-107

PART 3
STRUCTURES

March 8—Hand In Part 3 Talking Points

March 8, 15, 29

Public Administration Structures

Importance of Structures, *QUALITY Public Management*, pp. 131-152

Teams, Partnerships, and Networks, *QUALITY Public Management*, pp. 152-162

The Administrative State

QUALITY Public Management, pp. ix-xi

The Administrative State: Conclusions, Waldo, *Classics*, pp. 138-142

Toward a New Public Administration, Frederickson, *Classics*, pp. 296-307

The Transformation of Governance: Who Governs and How?

Kettl, *Classics*, pp. 577-587

Bureaucracy, Weber, *Classics*, pp. 43-48

Bureaucratic Structure and Personality, Merton, *Classics*, pp. 97-105

The Life Structure of Bureaus, Downs, *Classics*, pp. 239-251

Informal Organizations and Their Relation to Formal Organizations,
Barnard, *Classics*, pp. 93-96

Report of the President's Committee on Administrative Management,
Brownlow, Merriam, and Gulick, *Classics*, pp. 88-92

The American System, Grodzins, *Classics*, pp. 215-219

Federalism, Intergovernmental Relations, and Intergovernmental
Management, Wright, *Classics*, pp. 508-523

Presentation and Discussion of Talking Points

Theme of the Course: The Cult of the Chief Executive
Bad for Democracy, pp. 109-143

PART 4
PERSONNEL

April, 5—Hand In Part 4 Talking Points

April 5, 12, 19

Public Administration Personnel

Importance of Personnel, *QUALITY Public Management*, pp. 163-178

A Theory of Human Motivation, Maslow, *Classics*, pp. 111-118
The Human Side of Enterprise, McGregor, *Classics*, pp. 158-163
Line Personnel, Middle-Level Personnel, Top-Level Personnel, and Staffs,
QUALITY Public Management, pp. 179-191
Street-Level Bureaucracy: The Critical Role of Street-Level Bureaucrats,
Lipsky, *Classics*, pp. 404-411
Policy Analysts, Dror, *Classics*, pp. 231-237
The Science of “Muddling through”, Lindblom, *Classics*, pp. 164-173

Presentation and Discussion of Talking Points

Theme of the Course: The Cult of the Chief Executive
Bad for Democracy, pp. 145-182

PART 5 **“CULTURE” and ETHICS**

April 26—Hand In Part 5 Talking Points

April 26

“Culture” and Attitudes in Public Sector Organizations
QUALITY Public Management, pp. 195-214
Understanding Organizational Culture, Ott, *Classics*, pp. 479-485
Ethics in Public Sector Organizations
Ethics and Laws
How Quality Management Advances Ethical Behavior in Public Sector
Organizations
Watergate: Implications for Responsible Government, Mosher and Others,
Classics, pp. 323-329
Ethics for Bureaucrats, Rohr, *Classics*, pp. 348-355
The Possibility of Administrative Ethics, Thompson, *Classics*, pp. 451-
459

Presentation and Discussion of Talking Points

Theme of the Course: The Cult of the Chief Executive
Bad for Democracy, pp. 183-222