

**PUBLIC ADMINISTRATION THEORY**

Fall 2011  
Wednesday  
Room 133 BSB

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

In this course we'll discuss various topics in public administration theory; including bureaucracy, administrative state, organizational decision making, public administration and the US Constitution, organizational culture, and ethics in public sector organizations. Our goals are two-fold. First, we want to understand what the authors of our text books are saying about topics covered in this course. Second, we want to determine the relevance of the authors' views for the practice of public administration.

Textbooks:

Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk, eds., *Classics of Organization Theory*, 7<sup>th</sup> ed. Belmont, Calif.: Wadsworth/Thompson., 2010.

Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. New Brunswick: Transaction Publishers, 1950, 1991.

Skinner, B. F. *Beyond Freedom and Dignity*. Indianapolis: Hackett Publishing Company, Inc., 1971, 2002

Assignments:

1. Four (4) 1 page Talking Points of four (4) excerpts, and class presentations based on the Talking Points: Write four (4) 1 page Talking Points, each based on articles/excerpts you have been assigned on the Excerpts Assignment Sheet (handed out in class). In each 1 page Talking Points, identify the main points of the article/excerpt you selected, and also state the relevance of the author's views for the practice of public administration. 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 when you present your Talking Points. After you hand in each 1 page Talking Points, be prepared, when called upon, to restate the author's main points and their relevancy, 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 25. Hard copy due in my CUPPA Hall mailbox or at my office (Room 141, CUPPA Hall) by May 2, 5:00pm.

Theme of the Course: The Theme of the Course is “Behaviorism: A Foundation for Ethical and Effective Public Administration”. Each class session we will discuss this theme, using as the basis for our discussion, a section of Skinners’ *Beyond Freedom and Dignity*.

Class sessions, usually, have three parts: 1) Lectures/discussions/assessments/relevancy of public administration theories, 2) Presentation and Discussion of Talking Points, and 3) Theme of the Course.

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/relevancy follows:

## **Introduction to the Course**

### **Definition and Characteristics of Public Administration**

Aug. 24

Introduction to the Course

Assignments, Final Exam, and Grading

Overview of the Course

System Analysis and Behaviorism

What’s in a word? Plenty, when the word is; Service/Serve/Servant, Complex, Defense, Freedom, and there are many others

Theories, Speculations, and Revelations

Rules for Social Science Research

## **Part 1**

### **Definition and Characteristics of Public Administration**

Aug. 31

**Aug. 31, Hand In Part 1 Talking Points**

**Definitions of Public Administration**

**Characteristics of Public Administration**

“Introduction to the Transaction Edition”, in Simon, Smithburg, and Thompson, *Public Administration*, pp. xiii-xxi.

“Forward”, in Simon, Smithburg, and Thompson, *Public Administration*, pp.

xxvii-xxxii.

“Forward”, in Shafritz, Ott, and Jang, , eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. pp. ix-xii.

“Introduction”, in Shafritz, Ott, and Jang, eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. pp. 1-9.

“What Is Public Administration?” in Simon, Smithburg, and Thompson, *Public Administration*, pp. 3-24.

“The Proverbs of Administration”, Herbert A. Simon, in Shafritz, Ott, and Jang, eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. pp. 116-128.

## **Presentation and Discussion of the Talking Points**

### **Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, A Technology of Behavior, pp. 3-25.

## **Part 2**

### **System Analysis and Behaviorism**

Sept. 7, 14, 21

#### **Sept. 7, Hand in Part 2 Talking Points**

#### **System Analysis**

Major characteristics

Relevance for understanding organizations and for the practice of public administration

Types of system analysis: institutional theory, resource dependency theory, and organizational ecology theory

“How Government Organizations Originate”, in Simon, Thompson, and Smithburg, *Public Administration*, pp. 25-54.

“Theories of Organizations and Environments”, Shafritz, Ott, and Jang, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 401-406.

“Organizations and the System Concept”, Daniel Katz and Robert Kahn, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 407-407-418.

“Organizations in Action”, James D. Thompson, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 419-432.

#### **Institutional Theory**

“Institutionalized Organizations: Formal Structures as Myth and Ceremony”, John W. Meyer and Brian Rowan, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 433-448.

#### **Resource Dependency Theory**

“External Control of Organizations: A Resource Dependency Perspective”, Jeffrey Pfeffer and Gerald R. Salancik, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 449-460.

#### Organizational Ecology Theory

“Demography of Corporations and Industry”, Glenn R. Carroll and Michael T. Hannan, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 461-472.

#### **Behaviorism**

Major characteristics

Organizational Behavior Modification (OBM)

Relevance for understanding organizations and for the practice of public administration

“Human Behavior and Organizations”, Simon, Smithburg, and Thompson, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction Publishers, 1991, pp. 55-91.

“The Giving of Orders”, Mary Parker Follett, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 156-161.

#### **Bureaucracy**

“Classical Organization Theory”, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 31-38.

“Bureaucracy”, Max Weber, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 77-82.

“Notes on the Theory of Organization”, Luther Gulick, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 83-91.

“The Principles of Scientific Management”, Frederick Winslow Taylor, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 65-76.

#### **Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, A Technology of Behavior, pp. 3-25 (cont.).

### **Part 3**

## **Public Administration, U.S. Constitution, and Democratic Theory**

Sept. 28, Oct. 5

**Sept. 28, Hand in Part 3 Talking Points**

**Federalism**

Major Characteristics

Federalism (Fed), Intergovernmental Relations (IGR), and Intergovernmental Management (IGM)

Deil S. Wright, Table 1, and, Figure 1: class handouts

Evolution and Recent Developments

Paul E. Peterson, *The Price of Federalism*. Washington, D.C.: Brookings Institution, 1995, pp. 1-15, 175-195.: class handout

**Separation of Powers and Administrative State**

Major characteristics of the separation of powers

Executive branch dominance and decline of legislature

“The Strategy of Planning”, “The Tactics of Execution: Reducing the Costs of Change”, and, “The Tactics of Execution: Securing Compliance”, in, Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction, 1991, pp. 423-450, 451-467, 468-487.

**Democratic Theory and Public Administration**

“Democracy and the Iron Law of Oligarchy”, Robert Michels, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 291-297.

“Administrative Responsibility: Formal Controls”, and, “Administrative Responsibility: Informal Controls”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction, 1991, pp. 513-540, 541-561.

**Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, Freedom, pp. 26-43.

**Part 4**

**Processes, Structures, Personnel, and Groups**

Oct. 12, 19

**Oct. 12, Hand in Part 4 Talking Points**

**Significance and Relative Importance of Processes, Structures, and Personnel**

## Structures

- “Modern’ Structural Organization Theory”, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 197-200.
- “Mechanistic and Organic Systems”, Tom Burns and G. M. Stalker, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 201-205.
- “The Concept of Formal Organization”, Peter M. Blau and W. Richard Scott, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 206-210.
- “The Five Basic Parts of the Organization”, Henry Mintzberg, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 222-233.
- “Technology as a Contingency Factor”, Richard M. Burton and Berge Obel, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 234-242.

## Personnel

### Human Resource Theory

- “Human Resource Theory, or the Organizational Behavior Perspective” in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 149-155.
- “The Hawthorne Experiments”, Fritz J. Roethlisberger, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 162-170.
- “The Human Side of Enterprise”, Douglas Murray McGregor, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 183-188.
- “Bureaucratic Structure and Personality”, Robert K. Merton, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 107-115.
- “The Economy of Incentives”, Chester I. Bernard, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 97-106.

## Groups in Public Sector Organizations

- “Building Blocks of Organizations: Formation of Groups”, and, “Building Blocks of Organizations: Groups Values”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction, 1991, pp. 92-110, 111-129.

## Theme of the Course

- Skinner, *Beyond Freedom and Dignity*, Dignity, pp. 44-59.

## Part 5

## **Specialization, Coordination, Centralization, and Decentralization**

Oct. 26

**Oct. 26, Hand in Part 5 Talking Points**

### **Specialization and Coordination**

#### Specialization

“Dividing the Work: Assigning Jobs to Individuals”, and, “Dividing the Work: Specialization Among Organization Units”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction Publishers, 1991, pp. 130-149, 150-179.

#### Coordination

“Securing Teamwork: Authority”, and “Securing Teamwork: The Structure of Authority and Status”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction Publishers, 1991, pp. 180-201, 202-217.

### **Centralization and Decentralization**

“Large-Scale Organization: The Trend Toward Centralization”, “Large-Scale Organization: The Consequences of Centralization”, and, “Large-Scale Organizations: Intergroup Relations”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction Publishers, 1991, pp. 260-279, 280-295, 296-311.

### **Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, Punishment, pp. 60-82.

## **Part 6**

### **Communication and Decision Making in Public Sector Organizations**

Nov. 2

**Nov. 2, Hand in Part 6 Talking Points**

#### **Communication: Problems and Processes**

#### **Decision Making in Organizations: Bounded Rationality and Sunk Costs**

#### **Crisis Decision Making**

#### Communication in Public Sector Organizations

“Securing Teamwork: The Communication Process”, and “Securing Teamwork:

The Organization of Communication” in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction, 1991, pp. 218-243, 244-259.

#### Organizational Decision Making

“A Behavioral Theory of Organizational Objectives”, Richard M. Cyert and James G. March, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 139-148.

“Understanding the Role of Power in Decision Making”, Jeffrey Pfeffer, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 277-290.

“The Power Game and the Players”, Henry Mintzberg, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 330-337.

“Groupthink: The Desperate Drive for Consensus at Any Cost”, Irving L. Janis, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 189-196.

#### Theme of the Course

Skinner, *Beyond Freedom and Dignity*, Alternatives to Punishment, pp. 83-100.

## Part 7

### Public Administration, Politics, and Public Policy

Nov. 9

#### Hand in Part 7 Talking Points

#### Public Policy and Public Administration

#### Political Context of Public Administration

“The Struggle for Existence: Organizational Equilibrium”, and, “The Struggle for Existence: The Tactics of Survival”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction, 1991, pp. 381-401, 402-422.

#### Theme of the Course

Skinner, *Beyond Freedom and Dignity*, Values, pp. 101-126.

## Part 8

### Evaluation of Public Sector Organizations

Nov. 16

#### Nov. 16, Hand in Part 8 Talking Points

#### Similarities and Differences between Public Sector and Private Organizations

### **Efficiency**

“Evaluating Administration: Efficiency”, in Simon, Herbert A., Thompson, Victor A., and Smithburg, Donald W. *Public Administration*. Transaction, 1991, pp. 488-512.

### **Meeting Citizen Needs and Wants**

#### **Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, The Evolution of Culture, pp. 127-144.

## **Part 9**

### **Organizational Culture, Change, and Reform**

Nov. 23,

**Nov. 23, Hand in Part 9 Talking Points**

#### **Culture, Attitudes, and Behavior**

“Theories of Organizational Culture and Change”, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 338-348.

“The Concept of Organizational Culture: Why Bother?” Edgar H. Schein, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 349-360.

“Organizational Culture: Pieces of the Puzzle”, Joanne Martin, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 361-382.

“The Z Organization”, William G. Ouchi, in Shafritz, Jay M., Ott, J. Steven, and Jang, Yong Suk., eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. Wadsworth, 2011, pp. 383-394.

#### **Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, Design of Culture, pp. 145-183.

## **Part 10**

### **Ethics and Organizations**

Nov. 30

**Nov. 30, Hand in Part 10 Talking Points**

#### **Ethics and Compliance**

**Ethics: Individual, Societal, and Global**

**Ethics and Action**

“Appreciative Inquiry”, David L. Cooperrider and Diana Whitney, in Shafritz, Ott, and Jang, eds, *Classics of Organization Theory*, 7<sup>th</sup> ed. pp. 395-400.

**Theme of the Course**

Skinner, *Beyond Freedom and Dignity*, What Is Man? pp. 184-215.

**Nov. 30, Final Exam Distributed. Due: Dec. 7 5:00 PM**