

COURSE OUTLINE

1. Course Number and Title: Govt4300, Public Administration

Credits: 3 hours

2. Course Description: This course addresses three topics:

Foundations of Public Administration: Modern American public administration is the culmination of a distinctly Western institutions. Those institutions came to the United States via British colonies and were institutionalized in its Constitution. Limited government, rule of law, private property, enforcement of contracts were of a piece in ordering the American government. Yet, nineteenth century “Progressives” sought and partially succeeded in restructuring these institutions.

American Bureaucracy: Another result of progressive ideology is the academic study of politics as a “science.” In that tradition, James Q. Wilson, the recognized authority on public administration, does not evaluate bureaucracy in terms of its success in securing freedom or liberty but to merely record what the bureaucracy does.

Alternatives to the Administrative State: Finally, the Founders’ vision of democratic administration found in *The Federalist* and in Tocqueville’s *Democracy in America* are contrasted to the Progressives’ and today’s vision of a centralized, policy-implementing administrative state.

3. Course Goals: Understanding public administration today cannot be achieved unless one understands the history, theory, operations and consequences of this administrative state apparatus. Students will analyze and evaluate various theories of public and private sector administration. They will trace the role of public administration in either advancing or detracting from wealth creation and the relationship between the concepts of limited government and unlimited administrative power. Finally, they will assess the development of the American administrative state and critique alternative recommendations for political and administrative reform.

4. Course Learning Outcomes: Students who complete this course will be able to:

1. Identify and evaluate the fundamental ideas behind the progressive movement and the administrative state.
2. Analyze the process by which bureaucratic agencies translate goals into tasks including the role of professional norms, political ideology, prior experience and personal beliefs.

3. Evaluate the role that interests and organizational culture play in controlling the behavior of public employees, including the different constraints managers face in public and private sector organizations.
4. Analyze the similarities and differences in the four types of agencies: production, procedural, craft and coping. Analyze the similarities and differences of the operations and cultures of American and European bureaucracies, including how Congress, president and the courts impact and control bureaucracies.
5. Analyze the similarities and differences in efficiency, discretion, equity, accountability and authority between the public and private sector organizations, focusing on how the American political system controls the nature of the bureaucracy as well as Wilson's proposals for improving the system.
6. Evaluate the proposition that American public administration is in a crisis created by the intellectual dominance of such early 20th century theorists as Woodrow Wilson and Max Weber.
7. Critique the alternative public administrative model, democratic administration, offered by Madison and Hamilton in *The Federalist* and by Tocqueville in *Democracy in America*. Furthermore, focusing on how this alternative creates a new mode of thinking about and conducting policy analysis.
8. Assess the argument that many recent political crises and controversies stem from traditional public administrative thinking and policy implementation, including 1) the increase in presidential power; 2) congressional abdication to the bureaucracy of its constitutionally granted legislative power; and 3) the failure of the courts to limit the federal government's power.

5. Course Concepts:

1. Bureaucratic goals and tasks, professional norms, political ideology
2. Public and private sector incentive structures, organizational culture
3. Agency classifications: production, procedural, craft, and coping. American and European organizational cultures and operations
4. Public and private sector concepts of efficiency, discretion, equity, accountability and authority
5. The Progressive movement, Woodrow Wilson, John Dewey, Max Weber.
6. The founders' vision of public administration as expressed by Madison, Hamilton, Jefferson, Tocqueville,
7. Administrative state, bureaucratic administration, democratic administration, public choice economics

8. Congressional delegation of power, independent presidential power, supremacy of federal power over the states

6. Required Texts:

Ostrom, Vincent and Allen, Barbara, *The Intellectual Crisis in American Public Administration*. Birmingham: University of Alabama Press, 2008. 3rd ed. ISBN-13: 9780817354626. \$17.95

Rector, Robert and Sanera, Michael, editors, *Steering the Elephant: How Washington Works*, New York: Universe Books, 1987. ISBN: 0-876633-499-4. \$8.00

Wilson, James Q., *Bureaucracy: What government Agencies Do and Why They Do It*. New York: Basic Books, 2000. ISBN: 13: 978046500785 1. \$21.75

Other Required Readings: [Located in Lecture/Texts]

West, Thomas. "The Progressive Movement and the Transformation of American Politics," The Heritage Foundation, First Principles Series, #12.

www.heritage.org/Research#1FBBEA

Pestritto, Ronald J. "The Birth of the Administrative State: Where it Came From and What it Means for Limited Government." The Heritage Foundation. First Principles Series, #16. www.heritage.org/Research#1FBB54

7. Recommended Reading: [Located in Lecture/Texts]

8. Additional Resources

Federalist Papers and other historical documents

<http://www.teachingamericanhistory.org/library/index.asp?subcategory=71>

Course Syllabus

Course Number: Govt4300

Course Title: Public Administration

Faculty: Michael Sanera, Ph.D.

Performance Requirements/Course Grade:

1. Web resource research papers. Two written analyses of web based resources related to the session topics in Sessions 1 and 2. Compose a commentary and upload it in the upload functionality in Assignments. Due at Sessions 2 and 3.
2. Contributions to class discussion by responding to the Discussion Topics (250-500 words per question); Choose a topic, post your response in the discussion functionality in Izio, wait for your instructor to respond and reply to his response; Choose a second topic.
3. Eight quizzes, located at “Quizzes” on your Home Page, consist of twenty multiple choice questions.

Assessments:

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|---|-------------|
| 2 Web resource research papers (10% each) | 20 % |
| 8 Quizzes (5% each) | 40 % |
| 8 Discussion Topics | <u>40 %</u> |
| Total: | 100 % |

Course Participation:

Performance Requirements/Course Grade:

Students are ultimately responsible for participating in the course through the following academic activities: uploading assignments, posting to discussion topics, responding to instructor inquiries, submitting written papers and taking quizzes and exams. Students are expected to be involved in ongoing instructional activities based on the recommended schedule for course completion as detailed in the syllabus. In order to actively participate in a course, Students must make contact with their faculty mentor on a regular basis through one of the following methods:

- Posting weekly written discussion topic responses into the Discussions in the course delivery system for grading by your Instructor.
- Posting of other assignments as identified by the course

instructor.

Yorktown University official grade and writing rubrics are located at
http://www.yorktownuniversity.edu/new_rubrics.cfm

Academic Integrity

Available both in the student and faculty handbooks

Recommended Schedule for Course Completion

Session 1: The Progressives and transformation of American politics.

Rejection of the philosophy of limited government of the Founders. Growth of the administrative state.

Assignments:

Required Reading:

Bureaucracy: What government Agencies Do and Why They Do It, James Q. Wilson, Chapters 1, 2, 3 & 4. pp. 3-71

“The Progressive Movement and the Transformation of American Politics,” Thomas West and William A. Schambra, pp. 1-12.

<http://tinyurl.com/d983cv> (located in “Resources”)

“The Birth of the Administrative State: Where it Came From and What it Means for Limited Government,” Ronald J. Pestritto, pp. 1-16.

<http://tinyurl.com/22hyjs> (located in “Resources”)

4. **Discussion Topics:** Choose a topic, post your response in the discussion functionality in Izio, wait for your instructor to respond and reply to his response; Choose a second topic.

1. Agree or disagree with this statement: Expansion of the “Administrative State” is the best way to solve the 2008/09 economic crisis and lead the country back to economic prosperity.

2. Describe a personal situation when you have been told something like a rookie cop to “forget what you learned in the police academy.” To what degree did you have to forget the “rule book?”

First Web research paper due. Compose a commentary and upload it in the upload functionality in Assignments.

Quiz 1

Learning Outcomes: 4:1.

Session 2: Introduction to public organizations: How our public organizations actually operate is the focus of the next five sessions. Here we look at how agencies deal with their goals and tasks.

Assignments:

Required Reading:

Bureaucracy: What government Agencies Do and Why They Do It, James Q. Wilson, Chapters 5, 6, 7 & 8 pp. 72-153

Discussion Topics: Choose a topic, post your response in the discussion functionality in IZIO, wait for your instructor to respond and reply to his response; Choose a second topic.

1. Using the concepts from the readings, describe the “organizational culture” of an organization where you have worked.
2. Pick one of the agencies discussed in this session’s readings and develop a series of recommendations for President Obama that will fundamentally change the way that agency operates.

Quiz 2

Second Web research paper due. Compose a commentary and upload it in the upload functionality in Assignments.

Learning Outcomes: 4:2.

Session 3: Public organization operators and managers: Organizational culture is one of the primary determinates of the behavior of agency employees including low level operators and middle level managers.

Assignments:

Required Reading;

Bureaucracy: What government Agencies Do and Why They Do It, James Q. Wilson, Chapters 9, 10, 11, and 12, pp. 154-234.

Discussion Topics. Choose a topic, post your response in the discussion functionality in IZIO, wait for your instructor to respond and reply to his response; Choose a second topic.

1. Agree or disagree: The State Department is one of the most difficult departments to change. Discuss by comparing with other organizations analyzed in the readings and/or from your personal experience.

2. Pick a cabinet level secretary from the Bush or Obama administration and show how he/she fits one of the executive strategies: advocate, decision maker, budget-cutter or negotiator.

Quiz 3

Learning Outcomes: 4:3.

Session 4: Administrative executives: Agency executives operate differently based on the type of agency they are leading. We will look at four types of agencies: production, procedural, craft, and coping.

Assignments:

Required Reading:

Bureaucracy: What government Agencies Do and Why They Do It, James Q. Wilson, Chapters 13, 14, 15 and 16. pp. 235-314

Discussion Topics: Choose a topic, post your response in the discussion functionality in Iziio, wait for your instructor to respond and reply to his response; Choose a second topic.

1. Select an agency not discussed by Wilson and categorize it using one of Wilson's four types of agencies. How would you modify Wilson's categories? Can you suggest new category?
2. James Q. Wilson concludes Chapter 12 with "And so innovation is rare." Using the concepts in this and other chapters, design a strategy to successfully introduce innovation in a hypothetical agency. (You will have to create a set of parameters for the agency, but please no straw men.)

Quiz 4

Learning Outcomes: 4:4.

Session 5: The context of public organizations: Congress, president, and the courts: We will review two types of context in this session. first the similarities and differences between agencies in America and Europe. Second, the American contest is dominated by the politics surrounding the three major political institutions: the Congress, the presidency and the courts.

Assignments:

Required Reading:

Bureaucracy: What government Agencies Do and Why They Do It, James Q. Wilson, Chapters 17, 18, 19, and 20. pp. 315-378.

Steering the Elephant: How Washington Works,
Chapter 1: Steering the Elephant, M. Stanton Evans

Discussion Topics: Choose a topic, post your response in the discussion functionality in IZIO, wait for your instructor to respond and reply to his response; Choose a second topic.

1. As the readings note, government agencies exist in a political context and this context, in the long run, is shaped by our view of the purpose of government. The Founders' negative view of government may be gaining ground as a result of today's Tea Party movement. How might this rapid change in political context shape the agencies discussed in the readings?
2. The U.S. has become much like European countries in the growth and intrusiveness of the "administrative state." Do you think the political contexts are so different as to prevent the further movement toward European style social democracy in the US? Why or why not?
3. M. Stanton Evans presents an alternative model of how Washington works. Do you think his model or the conventional model of popular sovereignty is a more accurate reflection of how Washington works?

Quiz 5

Learning Outcomes: 4:5.

Session 6: The crisis in American Public Administration and mainstream Public Administration theory: We now turn to a normative discussion of how the American bureaucracy "ought" to operate within the American political system. In this session, we look at the historical development of "mainstream" public administration.

Assignments:

Required Reading:

The Intellectual Crisis in American Public Administration, Vincent Ostrom, Foreword, Preface, Chapters 1, 2, pp. xi-41.

Steering the Elephant: How Washington Works

Chapter 13: Political Administration: The Right Way, Don Devine

Discussion Topics: Choose a topic, post your response in the discussion functionality in IZIO, wait for your instructor to respond and reply to his response; Choose a second topic.

1. Whereas James Q. Wilson provides a description of how public administration (PA) operates. That is, what PA “is.” Ostrom changes the discussion to an evaluation of the various theories of how PA “ought” to operate and what the PA profession professes. Do you agree with Ostrom that a “crisis” in public administration exists?

2. Ostrom’s argument relies on Kuhn’s *The Structure of Scientific Revolutions*. Is Kuhn’s theory, created to explain changes in the hard sciences, applicable to public administration?

3. Don Devine seems to agree with Ostrom’s criticism Woodrow Wilson’s concept of “separation of politics and administration.” Do you believe that Devine’s recommended solution (Principles of Political Leadership) is a practical solution to the criticism of Wilson? Why or why not?

Quiz 6

Learning Outcomes: 4:6

Session 7: Contemporary political economists and the Founders’ theory of administration: Ostrom criticizes mainstream PA by providing an alternative based on his understanding of *The Federalist Papers* and *Democracy in America*.

Assignments:

Required Reading:

The Intellectual Crisis in American Public Administration, Vincent Ostrom, Chapters 3, 4 and 5, pp. 42-115.

Steering the Elephant: How Washington Works,

Chapter 6: Agenda Deflection, Robert Rector and Michael Sanera

Discussion Topics: Choose a topic, post your response in the discussion functionality in IZIO, wait for your instructor to respond and reply to his response; Choose a second topic.

1. Do you agree with Tocqueville when he argues that a democratic society with a centralized government and a bureaucratic administration will generate a new and powerful oppression of the people? (p. 84) Does “democratic administration” alleviate this problem? If so, how?

2. Do you agree with Ostrom when he suggests that: “Dare we contemplate the possibility that contemporary malaise in American society may have been derived, in part, from the teachings of public administration?” (p. 100) Why or why not?

3. Do you think that the recommendations to prevent “Agenda Deflection” are consistent or inconsistent with Ostrom’s ideas of “Principles of Self-Government” developed in Chapter 4? Why or why not?

Quiz 7

Learning Outcomes: 4:7.

Session 8: The continuing Constitutional crisis and the administrative state: In this final session, we evaluate several recent political crises and controversies using the intellectual tools developed during the course. Have the solutions to these crises been based on the intellectual foundations of the administrative state or on democratic administration? Have the solutions moved American democracy forward or backward?

Assignments:

Required Reading:

The Intellectual Crisis in American Public Administration, Vincent Ostrom, Chapters 6 and 7, pp. 116-182.

Steering the Elephant: How Washington Works,

Chapter 16: Differences in Public and Private Sector Management, Robert Rector

Chapter 17: Paradoxical Lessons from *In Search of Excellence*, Michael Sanera

Discussion Topics: Choose a topic, post your response in the discussion functionality in IZIO, wait for your instructor to respond and reply to his response; Choose a second topic.

1. In the readings, Ostrom and Allen review contemporary history of the expansion of presidential power and argue that this is a logical extension of the teachings of public administration. Did the response to the current economic crisis represent a continuation or reversal of these trends? Why or why not.

2. Tocqueville characterized federalism under the Constitution as “twenty-four small sovereign nations, whose agglomeration constitutes the body of the Union.”(p. 81) Do you agree with Ostrom and Allen that this definition of federalism is dead, replaced with a definition shaped by traditional public administration.

3. James Q. Wilson and Vincent Ostrom both argue that the public and private sector administration are different. Do you think the arguments by

Sanera and Rector are consistent or inconsistent with their approaches?
Why or why not?

Quiz 8

Learning Outcomes: 4:8.