

## **Syllabus**

The course provides the student with a conceptual understanding of contemporary public organizations and a strategic perspective for their administration. This informed understanding is then utilized to illuminate the traditional and unavoidable questions of American Public Administration. Though the accent is on conceptualization, especially in the selection of readings, the exercises demand the student to integrate the conceptual approaches with his/her organizational experience. Consequently, the diligent student should understand how the theories about organizations have evolved in American Public and Private Administration; the social and economic contexts; how to use theory to increase her/his managerial "capabilities;" and, more importantly, his/her capabilities within the context of the "daily" reality and normative framework of the American socio-economic-political system.

## **Scope**

The course focuses on organizational theory from a sociological theoretical perspective and a public administration historical and normative perspective. That is, the conceptual approaches developed primarily by Sociologists, are targeted on the theoretical and normative dimensions of American Public Administration. The combination not only provides insights into the Byzantine nature of modern public organizations, but also permits a more useful inquiry into the enduring "problems" of Public Administration, such as the "nexus" of management and politics.

As a result, the course will not cover individual behavior as a primary focus and does not examine in depth issues such as organizational technology as would similar courses in Sociology or Business Administration. Nor will it include cross-cultural or cross-national studies. It will, however, prepare the student for such studies by laying an appropriate conceptual foundation. Thus, every student should, by the end of the course, understand the rise of American public administration, the main professional and theoretical byways and how the theory can guide strategic practice.

## **Focus**

The center of attention in **PAD 632** is the public organization. The public organization is theoretically examined, looking at how such beasts behave and why. Roles that must be played if the organization is to be effective are explicated. Additionally, the elements outside of the organization that influence the roles and effectiveness are studied. A framework is constructed that facilitates not only the examination of these two concerns, but integrates them in behaviorally relevant terms. Both researchers and managers can profit from a common theoretical database. Prior to the framework, the course looks at how public organizations have been portrayed in the traditional literature and how the portrait reflects the era. Most significantly, the portraits are intellectually integrated, illuminating the content of public administration as both a discipline and a practice. The final section of the course demonstrates the utility of the integration to the practice as well as the theory of Public Administration. We will apply the lessons learned to the strategic direction of specific public agencies.

## **Learning Objectives**

The following objectives should be achieved by every attentive student.

1. Understand the origins of the public professions, especially American Public Administration.
2. Understand the role of the University in the production and dissemination of knowledge as well as the methods by which faculty perform those roles.
3. Develop a working knowledge of the intellectual currents in the field and how these have shaped the profession while reflecting the nature of the University.
4. Utilize concepts of profession and institution to improve your skills and competence as a public professional.
5. Connect the history of the discipline and the experience of the profession with the political and epistemological philosophies that have guided the politics of the American republic.
6. Learn how to create a working "database" of theories and their connection to the leading and managing of public organizations and institutions.
7. Focus the knowledge and skills on strategically analyzing the current situation of an organization, ascertaining its history and opportunities, assessing the political and administrative context, and determining basic strategies to attain constitutional goals and objectives over the next ten (10) years.

## **Procedures**

Reading assignments are listed on the **Syllabus** by topic and date. All assignments are listed, with chapters from the textbooks noted by *italicizing* their titles. Contrary to popular speculation, the choice and order of the topics is meaningful. If this simple fact is kept in mind, the student can grasp the world view of the instructor and some possible patterns to the apparently diverse material of American Public Administration.

As a graduate and theoretically integrative course, the reading assignments are by necessity heavy, both in quantity and quality. The readings are to be read and thought about prior to the appropriate class meeting. This not only promotes worthwhile discussions and questions, it produces professorial satisfaction, a not unnecessary ingredient to student comfort and success.

Class periods during the first phase of the course are primarily student presentations on the "classics" of American Public Administration. The exceptions are the introductory lectures on science, technology and modern society (modernity to the cognoscenti), the overviews of both the theory and the practice of American Public Administration and possible outside speakers. The latter phases of the course revolve around traditional lectures, presentations on books and other

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materials such as constitutions, and guest speakers addressing the integration of Public Administration thought from an organizational theory perspective and the utility of the integration to an effective professional practice. Specifically, we will select actual public agencies and apply the materials reviewed in the course to their strategic direction for effective governance of Greater Cleveland. In between these two (2) phases we will explore some of the key management technologies and subfields of Public Administration. We will be ascertaining their current issues and the implications for theory and practice.

### **Requirements**

Each student will orally critique two (2) books; or one (1) book, a classic, and an individual research project as outlined on pages five (5) and six (6) . The books are to be selected from the required and optional readings. The required books are (at least in the eyes of this beholder) the classics in Public Administration which have molded both the theory and the practice. The presentations will begin the fourth course meeting, 19 September. The initial reading for your first presentation must be selected no later than the third class meeting, 12 September. A list of the readings by Topic and Date will be circulated in each class and posted on the glass window of my office. If insufficient volunteering for the first set of presentations occurs, resort to the old military administrative tradition of forced volunteering will be the order of the day.

In addition to presenting a classic, each student will also orally review a more current book or perform an optional research project which is explained below. If there is not a sufficient number of students, some or all may be required to report on two (2) of the classics. Second presentations follow the initial presentations. All the book and research presentations should be completed by the end of the ninth class meeting, 24 October.

Two (2) group requirements follow the book critiques. One will be done in teams of two (2). These teams will select one of the thirteen (13) Units in the Jack Rabin et al, editors, **Handbook of Public Administration**, and review the last six (6) articles published in Public Administration journals on that topic. or in one of the Parts of the Jim Perry, editor, **Handbook of Public Administration**. (Yes, the textbooks do have the same title and I am at a lost to explain how that could occur. But then, one never knows what may happen in Public Administration where redundancy has been touted as valuable.) For example, Unit III deals with "Public Budgeting and Financial Management." If a team selected this Unit, they would examine the six (6) most recent articles on that topic in journals such as those in the following list. Recent means after the publication date of the textbook. The top academic journals - **Public Administration Review**, **Administration and Society**, **Public Administration Quarterly** - should be read as well as respected practitioner publications - **Public Management**, **Public Manager**, **Academy of Management Executive**. Your review should focus on the following questions:

1. What are perceived as the current major issues under your topic?

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2. Why are they considered major?
3. To what extent are the six (6) publications congruent in their topics, methodology and conclusions; that is, do the authors address similar issues in similar ways?
4. In your assessment, what is the state of the topic; that is, what is known and what is not?

A final requirement is a strategic analysis of one of the key public agencies or an organization vested with a public purpose in Greater Cleveland. The project will be a group "grope" with no more than five (5) students in a group. The choice of topic and companions must be made by the end of the eighth class, 17 October. The Groups will present the findings and recommendations in the last class session, 5 December.

The update will **not** be presented in class.

The strategic analysis to be approached from a practitioner perspective. You will complete an action oriented professional report, highlighting strategies and opportunities. The report starts with an executive summary, a short (2 or 3 pages) overview of the major findings and recommendations. In the *real world* (a figment of those with no imagination, or perhaps as one wag noted, that part of experience that does not stop when you cease believing in it) liberal use of headings and subheadings with "to the point" narrative is a necessity. Charts, figures and diagrams also are very useful tools when communicating with busy and typically distracted "read world" decision makers. Note that an important purpose of graphics is to communicate complex ideas quickly and perhaps more completely than is possible with words alone. If a graphic does not achieve those purposes, it should not be included.

An excellent method by which to do this is to use a computer presentation package, such as Bravo or Power Point. For those groups who use a computer package, a computer will be available for the last class session. Furthermore, the Group can turn in the computer file rather than a paper. In fact, all assignments can be completed electronically by submitting a disk or by sending the file via an attachment in E-Mail. The graded file will be returned in the same format.

For all individual presentations students will prepare a two (2) page or less outline for the other members of the class. The outline will summarize the main points and, in the case of book critiques, contain the information noted in the next *section*. The oral summaries/critiques of the books shall not exceed fifteen (15) minutes and the group presentation shall be twenty (20) minutes or less. An official timer will be appointed at the beginning of the sessions with presentations. **These are definite limits and any presentation shall be halted and lose points if it exceeds the limit.**

### *Required Format - Book Critique*

The following need to be included about each book that is critiqued.

1. The background of the author.

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2. The main theme/purpose of the book.
3. The research design utilized by the author.
4. The propositions/findings (these need not be empirical findings.)
5. The applicability of the book to the theory and the practice of Public Administration, both descriptively and normatively.
6. Your evaluation of the book.

These points are to be in the outline you distribute at the time of your presentation. You can vary the order and add other features, but you must include the above information. Within two (2) weeks of your presentation you need to hand-in a written critique, word processed, double spaced, no longer than five (5) pages.

Note the presentation is more of a traditional book review where the focus is on the content of the book. The paper due two (2) weeks later is more of a critique, that is, an assessment of the book in terms of what it offers - and doesn't offer - professionals in the field.

In lieu of a more recent book, a student can select a research project. Research as used in this case does not denote accessing the literature in the field. The assignment is more a project, investigating a particular aspect of Public Administration as disclosed in political documents or in the major journals devoted to the field or related fields. (As an academic the term "research" flows easily from my pen.) The projects also focus on the development of the field of Public Administration. Combined with the critiques of the classics and current "hits", these should provide an overview of our field and its progression (?) over time. In addition you will receive zeroxed copies of some overview articles. Be sure to look at the foot-and-end notes along with the bibliographies at the end of each overview chapter in your textbooks, **Handbook of Public Administration**. These will detail which works are of current value and how the leading researchers interpret their importance.

The following are specific research projects. Others can be attempted with the approval of the instructor. Select a topic in which you have an interest or which may be related to your area of work. The outlines for these may be tables or charts that numerically summarize your findings.

1. Examine as many of the textbooks published in the field between the years 1927 (the date of the first text by Leonard White) and 1970 as is possible to acquire. Note the chapter headings and how much of the book is devoted to the major topics of Public Administration.
2. Another project is to examine the textbooks from 1970 to 1985.
3. Another project is to examine the textbooks from 1985 to the present time.
4. Examine the **American Political Science Review (APSR)** from the first issue for the first (30) years of publication. Note what percent (of articles and pages) are devoted to Public Administration and the specific topic for each article.

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5. Two other projects are to take the next three thirty (30) years of the **APSR**. In both cases, you do not need to read the articles; just note their numbers, length and the topic.
6. Examine the earliest party platforms, up to 1900, for the provisions dealing with Public Administration. Note the exact concern of each reference to Public Administration.
7. Examine twenty (20) years of party platforms starting with 1900 and note their concern with Public Administration.
8. Examine the **Ohio Constitution** and any amendments for references to Public Administration. Again, note the specific reference and how it treats that aspect of the field.
9. Examine a **Constitution** of another American state and any amendments for references to Public Administration. Again, note the specific reference and how it treats that aspect of the field.
10. Examine the **Constitution** of a country of interest and note the structure and nature of Public Administration.
11. Examine the **United Nations Charter** and note the structure and nature of Public Administration.
12. Examine three (3) city **Charters** in the same manner as the **Ohio Constitution** above. The **Charters** can include cities outside of Ohio as well as outside of the United States.
13. Examine the statutory forms of government in the **Ohio Revised Code** and note the structure and role of Public Administration in each.
14. Examine the statutory structure and nature of local government in the **Ohio Revised Code** other than municipalities and note the structure and role of Public Administration.
15. Examine statutory forms and/or regulations of local government in other states. Such regulations may be part of an **Administrative Code** similar to the ones in Ohio municipalities.

The above data can be succinctly and effectively presented by the use tables and/or matrices. For example, one dimension of a matrix looking at the contents of textbooks could be the major headings in Public Administration. The other could be the year of publication. Each cell of the matrix could note the presence or absence of a publication on that topic for that year and the percent of pages that year devoted to the topic. Such tables and/or matrices should be copied and distributed to the class. If you do not have access to a copier, please consult with the instructor

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about having these copied.

The strategic analysis of a public agency or an organization vested with a public purpose in the Greater Cleveland area should focus on the near term future of the organization. The project should note the probable problems and opportunities; and strategies that minimize the impacts of the former and exploit the latter. The concept strategic implies ascertaining and manipulating the key "leverage" points in any situation. An appreciation of the organizational history is required as well as a clear-headed analysis of the present reality.

Most of the data for local agencies can be obtained from fellow students, newspapers, magazines and the agency itself. A few agencies have even been the focus of more formal studies. As you would do in the real world in such an exercise, you do not have to footnote the narrative. You should list your sources at the end. Note in order to have the above information, you should select the agency of your choice as early as possible.

If you have any problem or question about the course in general or a specific project, do not hesitate to contact the instructor. Contrary to the opinions of students and ex-spouses, he has been a graduate student who worked his way through graduate and law schools and currently is an underpaid instructor. He understands the problems that could be encountered. Problems are best addressed before the semester ends. By the way, only completed assignments can be graded.

### **Grading**

Each paper that is turned in will be returned. The paper will have two (2) types of comments. One type will be at the end of the paper and summarize the main reasons for the grade. Another type will be in the margins, recording reactions to particular parts of the paper. These second type of comments may congratulate for an insight, criticize a lapse in logic or just note that a point is interesting. These comments may or may not affect the grade. In addition, you will see the following abbreviations, usually above bracketed ( { } ) words or phrases - *sp.* for a misspelling and *ww* indicating a wrong word was used.

The final grade will be a weighted average with the requirements weighted according to the following schedule.

First Book Critique	25 %
Second Book Critique/Research Project	25 %
Unit Update	20 %
Strategic Analysis	30 %

Doctoral students will both read a second book and do a research project. For Them, each requirement will be twenty percent (20%) of their final grade.

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The final grade will be numerically calculated and translated into a letter grade on the following ten (10) point scale.

98.5 - top, A+; 92.5 - 98.4, A; 89.5 - 92.4, A-; 88.5 - 89.4, B+; 82.5 - 88.4, B; 79.5 - 82.4, B-; 78.5 - 79.4, C+; 72.5 - 78.4, C; 69.5 - 72.4, C-; etc.

The papers and presentations in the course receive a letter grade and these will be equivalent to the following numerical scores.

A+ = 99; A = 95; A- = 91; B+ = 89; B = 85; B- = 81; etc.

### Texts

The textbooks for the course are listed below. A variety of readings may be distributed free of charge. Gratitude will be an acceptable if not sufficient recompense.

Jack Rabin, W. Bartley Hildreth, and Gerald J. Miller, **Handbook of Public Administration** (2nd edition) (Marcel Dekker publisher)

James L. Perry, **Handbook of Public Administration** (2nd edition) (Jossey-Bass publisher)

Kathleen E. Monahan, **Balanced Measures for Strategic Planning: A Public Sector Handbook** (Management Concepts, publisher)

### Office Hours

I will have office hours on Monday, Wednesday and Friday from 12:30 to 2 PM. On Thursdays from 2:00 to 5:45 PM, all in my Office, UR 130. Note my office is on the west side of the First Floor, not in the Departmental suite on the Second Floor. If these are not convenient hours, I can schedule appointments at other times. It is best to schedule a time with me, even during office hours, as I tend to be about rather than in my office. My work phone is 687-2173. Most of the time "phonemail" is in operation, a type of answering service. I "tap" it once a day and promptly (well, most of the time!) return calls. You should receive a return call by the next day. If my phonemail is filled, call 687-2136 and leave a message with Valerie, an unfortunate staffer whose assignment includes such services to us time challenged individuals.

### Honor Code

The Public Administration Program does not have a formal Honor Code. Often, a program requires students to sign such a Code which details the ethics that should guide behavior of both Faculty and students. In one respect, a Public Administrator should not require an Honor Code

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because it is difficult to understand how a person could dedicate their career to public service and yet behave unethically. Be that as it may, the Professor will enforce an Honor Code that includes but is not limited to the following:

1. Each student shall treat all students and their opinions with respect.
2. Each student shall diligently complete all assignments.
3. A student shall do his or her own work. Any work taken from others will be correctly foot-noted and acknowledged.
4. All problems with any aspect of the class or with any other student shall be reported to the Professor in a timely fashion.
5. The Professor shall clearly state course goals and how these relate to professional needs.
6. The Professor shall treat all students in a similar and just fashion, varying any treatment to meet course goals and/or the specific needs of a student.
7. The Professor shall timely return all assignments, complete with explanation of why they received the grades they did.
8. The Professor will answer all relevant and appropriate questions and be available to meet with students at stated times.

Punishment for failure to comply with the above provisions will be fair, formal and clear. In the case of rule 3, conscious plagiarism, the unacknowledged use of another's materials as one's own with the intent to do so, **will result in a F for the course**. The punishment reflects the nature of the crime; it is repugnant to both academic and professional integrity.

### **Electronic Mail**

One of the advantages of a UNIX based computer system is electronic mail. Electronic mail, that is, using the computer to send and receive messages, is an alternative method for communicating with your peripatetic instructor. The mechanism is rather simple and is explained in the available materials on the Levin College Computer Network. For more information, go to the College's web site, <http://urban.csuohio.edu>.

Eventually, I may periodically use electronic mail to communicate with the class, selected groups and even individuals. You need to check your account periodically, either by logging on at a terminal here at CUA or over a modem. Information on the latter procedure will be distributed in class and reviewed in the computer workshops that are held periodically.

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A final electronic note, more accurately, a note about electronic communication. You can submit papers electronically. To accomplish this feat of modernity, you can attach a file to an E-Mail message or upload a file to our network. Most E-Mail programs provide a process for attaching a file to a message. Our network has public directories which all users can access and any file loaded into one of these can be downloaded by any other user. I will return your submission electronically along with my comments. This is an excellent method for having a draft reviewed. Note you can also work on a joint paper quite easily with this process.

My E-Mail address is *larry@wolf.csuohio.edu*.

### Critical Dates

29 August - *First Class Meeting* - UR 108

12 September - *Selection of First Review Book*

19 September - *First Book Critiques*

10 October - *Last Classic Review*

17 October - *Research Projects and Current Books Presented*

31 October - *Strategic Analysis Frameworks Presented*

Friday, 1 November - *Last Day to Drop*

21 November - *Holiday - Thanksgiving Day, No Class*

5 December - *Completion and Presentation of Strategic Analysis Reports*

5 December - *Unit Reviews Due*

5 December (**Thursday**) - *Last Class Meeting*

### Assignments to be Handed-in

Note all assignments may be in computer format, that is, a disk or a file.

**Book Critiques** - word processed, double spaced, no longer than five (5) pages; two (2) weeks after class presentation

**Research Project** - word processed, double spaced; outlines and/or tables and charts; two (2) weeks after presentation in class; option in lieu of second book critique

**Unit Review** - word processed, double spaced; due the last class session - 5 December

**Strategic Agency Analysis Reports** - due the last class session - 5 December

Version 12.0

Printing Date: 27 August 2002

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# **Doing the Strategic Thing for Strategic Reasons Or How to Conduct the Administrative State and Prosper**

## **Strategies and Governance**

On 31 October, the class will review two (2) models by which a strategic approach to Public Administration can be organized. These are not the only models and serve more to illustrate the necessity for, and the variability of, models for Strategic **Governance** than to argue for their superiority for the task. However, a strategic perspective on Public Administration is indispensable for professional practice and this requires a model by which to organize the techniques. Thus, the learning experience is centered on what is a strategic perspective and how to call upon the seemingly diverse material in the field to implement such a perspective.

**Governance** is the setting of direction for a polity, a political community. The primary argument of the course is that modern Public Administration is a profession and should be trained to facilitate republican governance of the American state at all levels. From a philosophical perspective, Political Community may be a redundant phrase because no complex community can exist without a functioning political system. However, Public Administration has several significant problems in participating in governance. One problem results from the imprecise use of key concepts, such as politics. **Politics** has many meanings and most employ a common sense definition which emphasizes conflict, personal agendas and raw power. We will use a very different concept, developed from David Easton, which conceptualizes politics as the "authoritative allocation of **values**." In essence, politics is the process by which a community determines what is important and why. Public Administrators will participate effectively in such a process only if they operate from a strategic perspective that combines constitutional norms with managerial effectiveness.

An effective allocation of values requires a strategic approach to governance, especially among Public Administrators who must play critical roles in particular organizations. Strategic relates to selecting strategies, that is, developing criteria for the creation of policies. This requires analysis both internally and externally, starting with an assessment of the problem and ending with recommendations for handling the problem or problems. All must be performed in the context of a constitutional process and a republican philosophy rooted in the American traditions.

## **Strategic Project**

To hone your strategic competence, the course requires that students perform a strategic analysis of a real agency. Groups of five (5) students or less will select an actual organization in the Greater Cleveland area and perform a strategic analysis. A strategic analysis examines the mission and current situation to ascertain the feasibility of the mission. The analysis should note in some detail what needs to be done to deal with the current situation so as to achieve the mission. The horizon of concern is the next decade. Because of unexpected occurrences a focus of more than a decade is problematic and offers less benefits than a shorter perspective.

The process will utilize the following readings as well as the lecture on 2 November. The readings will be distributed in class or from the textbook, **Balanced Measures for Strategic Planning: A Public Sector Handbook**. The readings should be completed prior to the class on 2 November. Timely completion facilitates asking the relevant questions and obtaining a

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more comprehensive understanding of both the assignment and the nature of a strategic perspective. Strategic by its very nature is comprehensive, reflecting an understanding the logic of a system and shaping the system according the appropriate political norms and community needs.

### Readings

#### **Topic 1** - General Understanding

Larry Keller, *Organizational Dynamics in a Nutshell* (distributed in class)

Larry Keller, **Strategic Analysis of Public Agencies** (distributed in class)

Chapter 1 and "A Final Word," Kathleen E. Monahan, **Balanced Measures for Strategic Planning: A Public Sector Handbook** [Hereinafter Monahan]

#### Topic 2 - The Nature of Strategic

Chapter 7, in Monahan

#### Topic 3 - Strategic Technology

Chapters 3, 4 and 5, in Monahan

#### Topic 4 - Strategies

Chapter 2, in Monahan

#### Topic 5 - Doing It - and Liking It

Chapter 6, in Monahan

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*Words had to change their ordinary meaning and to take that which was now given them. Reckless audacity came to be considered the courage of a loyal ally; prudent hesitation, specious cowardice; moderation was held to be a cloak for unmanliness; ability to see all sides of a question inaptness to act on any. Frantic violence became the attribute of manliness; cautious plotting, a justifiable means of self-defence.* Thucydides

## Order of Study

### **Topic I** *Public Administration as Action: A Struggle over Definition and Place*

#### *Required Reading*

Joseph A. Uveges and Lawrence F. Keller, *One Hundred Years of American Public Administration and Counting: Moving into a Second Century in the Study and Practice of Public Management in American Life*, in, Jack Rabin, W. Bartley Hildreth and Gerald J. Miller, editors, **Handbook of Public Administration**, 2nd edition [Hereinafter Rabin]

Marc Holzer and Vatche Gabrielian, *Five Great Ideas in American Public Administration*, in Rabin.

Donald F. Kettl, *Governing at the Millennium*, in, James L. Perry, editor, **Handbook of Public Administration**, 2nd edition [Hereinafter Perry]

Chester Newland, *The National Government in Transition*, in Perry.

Carl W. Stenberg, *Engines of Change: Leading from the States*, in Perry.

Beverly A. Cigler, *Adjusting to Changing Expectations at the Local Level*, in Perry.

#### *Optional Reading*

Nicholas Henry, "Paradigms of Public Administration," **Public Administration Review (PAR)** 35:4 (July/August, 1975), pp. 378 - 386.

Herbert Kaufman, "Administrative Decentralization and Political Power", **PAR** 29:1 (January/February, 1969), pp. 1 - 15.

, "Emerging Conflicts in the Doctrine of Public Administration", **American Political Science Review (APSR)** L:4 (December, 1956), pp. 1055 - 1073.

David M. Levitan, "Political Ends and Administrative Means", **PAR** 3:3 (Winter, 1943), pp. 353 - 359.

Wallace Sayre, "Promises of Public Administration: Past and Emerging", **PAR** 18:2 (Spring, 1958), pp. 102 - 105.

#### *Supplemental Reading*

Louis Brownlow, **Passion for Anonymity** (2 volume autobiography)

Lynton Caldwell, **The Administrative Theories of Hamilton and Jefferson**

John R. Commons, **Proportional Representation**

Herbert Croly, **The Promise of American Life**

Martin Diamond, **The Founding of the Democratic Republic**

Max Farrand, **The Records of the Federal Convention** (4 volumes)

, **The Framing of the Constitution of the United States**



Richard Stillman, II, "Woodrow Wilson and the Study of Public Administration: A New Look at an Old Essay", **APSR** LXVII:3 (June, 1973), pp. 582 - 588.

, "The Changing Patterns of Public Administration Theory in America", in Joseph A. Uveges, ed., **Public Administration: History and Theory in Contemporary Perspective**, pp. 5 - 37.

Woodrow Wilson, "The Study of Public Administration", **Political Science Quarterly** LVI:4 (December, 1941), pp. 475 - 488. (This is a reprint of the article originally published in 1887.)

*Supplemental Reading*

Kenneth Boulding, **The Image**

Michel Crozier, **The Bureaucratic Phenomenon**

Murray Edelman, **The Symbolic Uses of Politics**

Hans H. Gerth and C. Wright Mills, eds., **From Max Weber**

William Glen, **The Mass Extinction Debates: How Science Works in a Crisis**

Robert T. Golembiewski, **Public Administration as a Discipline** (2 Parts)

Arthur Koestler, **The Act of Creation**

Thomas Kuhn, **The Structure of Scientific Revolutions**

Charles Lindblom, **Inquiry and Change: The Troubled Attempt to Understand and Shape Society**

Morstein Marx, **The Administrative State**

Martin Meyerson and Edward Banfield, **Politics, Planning and the Public Interest**

Michael Polanyi, **Personal Knowledge**

, **Knowing and Being**

Karl Popper, **The Open Society and Its Enemies**

, **Conjectures and Refutations**

Emmette Redford, **Democracy in the Administrative State**

Fred Riggs, **Administration in Developing Countries**

, **The Ecology of Public Administration**

Dwight Waldo, **The Administrative State** (2nd ed)

Max Weber, **The Theory of Social and Economic Organization**

**Topic III** *Initial Peace: Separating Politics and Administration*

*Required Reading*

Frank Goodnow, **Politics and Administration**

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## **Syllabus**

Management and Organizations

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Frederick Taylor, **The Principles of Scientific Management**

Mary Parker Follett, **Dynamic Administration: The collected Papers of Mary Parker Follett**

Luther Gulick and Lyndall Urwick, **Papers on the Science of Administration**

Leonard White, **Introduction to the Study of Public Administration**

### *Supplemental Reading*

Hugh G. T. Aiken, **Taylorism at Watertown Arsenal: Scientific Management in Action: 1908 - 1915**

Budget and Accounting Act of 1921; See statute and related materials

James Burnham, **The Managerial Revolution**

Richard Childs, **Civic Victories**

Robert M. Crunden, **Ministers of Reform: The Progressives' Achievement in American Civilization**

John Porter East, **Council - Manager Government: The Political Thought of its Founder, Richard S. Childs**

Henri Fayol, **General and Industrial Management**

Samuel Haber, **Efficiency and Uplift**

First Hoover Commission on **Organization of the Executive Branch of the United States Government** (Also see Second Hoover Commission)

Jerome M. Mileur and John Kenneth White, eds., **Challenges to Party Government**

Kent Newmyer, **Supreme Court Justice Joseph Story: Statesman of the Old Republic**

Robert Nisbet, **Sociology as an Art Form** (especially the last chapter)

David W. Noble, **The Paradox of Progressive Thought**

Wallace Sayre, "The Triumph of Technique over Purpose", **PAR** 8:2 (Spring, 1948), pp. 134 - 137.

Catheryn Seckler-Hudson, **Organization and Management: Theory and Practice**

Henry Stimson and McGeorge Bundy, **On Active Service in Peace and War**

St. Augustine, **City of God**

Taft Commission on the Executive Budget, 1910 - 1912

### **Topic IV** *Micro Disturbance: Finding People are not Principles*

#### *Required Reading*

Chris Argyris, **Personality and Organizations**

Rensis Likert, **New Patterns of Management**

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G. Lowes Dickinson

Abraham Maslow, **Motivation and Personality**

Fritz J. Roethlisberger and William J. Dickson, **Management and the Worker**

*Supplemental Reading*

Warren G. Bennis, **Organizational Development: Its Nature, Origins, and Prospects**

Robert R. Blake and Jane S. Moulton, **The Managerial Grid**

, **The Managerial Grid III: A New Look at the Classic  
that has Boosted Productivity and Profits for Thousands of Corporations World-  
wide**

Melville Dalton, **Men Who Manage**

Wendell L. French and Cecil H. Bell and Robert A. Zawacki, **Organization Development:**

**Theory, Practice and Research** (any edition) Alvin Gouldner, "Cosmopolitans and Locals:  
Toward an Analysis of Latent Social Roles - I and II", **Administrative Science Quarterly**  
(**ASQ**) 2:2 and 4 (March and December, 1957/1958), pp. 281 - 306.

Frederick Herzberg, **Work and the Nature of Man**

George Homans, **The Human Group**

Daniel Katz and Robert L. Kahn, **The Social Psychology of Organizations**

Rensis Likert, **The Human Organization**

Douglas McGregor, **The Human Side of Enterprise**

Albert K. Rice, **Learning for Leadership: Interpersonal and Intergroup Relations**

Fritz J. Roethlisberger, **The Elusive Phenomena: An Account of my Work in the Field of  
Organizational Behavior at the Harvard Business School**

Harriet O. Ronken and Paul Lawrence, **Administrative Changes: A Case Study of Human  
Relations in a Factory**

Orion F. White, Jr., "The Dialectical Organization", **PAR** 29:1 (January/February, 1969), pp. 32 -  
42.

**Topic V** *Macro Disturbance: Administration means Politics*

*Required Reading*

Paul Appleby, **Big Democracy**

Francis E. Rourke, **Bureaucratic Power in National Politics** (3rd ed.)

Philip Selznick, **TVA and the Grass Roots**

David Truman, **The Governmental Process**

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Management and Organizations

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### *Supplemental Reading*

Alan Altshuler, ed., **The Politics of the Federal Bureaucracy**

Paul Appleby, **Politics and Administration**

Robert Cleary, Nicholas Henry and Associates, **Managing Public Programs: Balancing Politics, Administration, and Public Needs**

James Fenno, **The Power of the Purse**

John M. Gaus, **Reflections on Public Administration**

See selections from the Inter-University Case Program such as **ICP # 79**, Joseph C. Palamoun-tain, Jr., **The Dolcin Case and the Federal Trade Commission**

Herbert Kaufman and Wallace Sayre, **Governing New York City**

Avery Leiserson, **Administrative Regulation**

Charles Lindblom, **The Policymaking Process**

Norton Long, "Power and Administration", **PAR** 9:3 (Winter, 1949), pp. 257 - 264

Henry Maier, **Challenge of the Cities**

Praeger Series on the history of U. S. Government Bureaus, such as Marion Clawson, **Bureau of Land Management**

Harold Seidman, **Politics, Position and Power** (4th edition)

Harold Stein, **Public Administration and Policy Development**

Harold A. Stone, Don K. Price and Kathryn H. Stone, **City Management in the United States**

### **Topic VI** *Attempts at a New Peace: Creating New Techniques*

#### *Required Reading*

James March and Herbert Simon, **Organizations**

Roland McKean, **Efficiency in Government through Systems Analysis**

Herbert Simon, **Administrative Behavior**

#### *Supplemental Reading*

Peter M. Blau and W. Richard Scott, **Formal Organizations: A Comparative Approach**

Robert Boguslaw, **The Utopians: A Study of System Design and Organization Change**

C. West Churchman, **The Systems Approach**

Rocco Carzo, Jr., and John N. Yonouzas, **Formal Organizations: A Systems Approach**

David I. Clelland and William R. King, **Systems Analysis and Project Management**

Richard M. Cyert and James G. March, **A Behavioral Theory of the Firm**

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G. Lowes Dickinson

Thomas A. Goldman, ed., **Cost Effectiveness Analysis: New Approaches to Decisionmaking**  
Richard A. Johnson, Fremont E. Kast and James E. Rosenzweig, **The Theory and Management of Systems** (any edition)  
Joint Economic Committee, U. S. Congress, **Compendium of Papers on Planning-Programming Budgeting**  
James G. March, ed., **Handbook of Organizations**  
Office of Management and Budget (OMB), **Circular 68 - 9** and amendments  
Hugh J. Miser and Edward S. Quade, eds., **Handbook of Systems Analysis: Craft Issues and Procedural Choices**  
Peter Schoderbeck, ed., **Management Systems**  
Herbert Simon, **The New Science of Management Decision**

**Topic VII** *Expanding Administration: Administration = Policy*

*Required Reading*

Vincent Ostrom, **The Intellectual Crisis in American Public Administration**

James Buchanan and Gordon Tullock, **The Calculus of Consent**

Yehezkel Dror, **Ventures in Policy Sciences: Concepts and Applications**

*Supplemental Reading*

Alan A. Altshuler, **The Planning Process: A Political Analysis**

Anthony Downs, **An Economic Theory of Democracy**

Yehezkel Dror, **Public Policymaking Re-examined**

Thomas Dye, **Politics, Economics and the Public**

Robert Eyestone, **The Threads of Public Policy: A Study in Policy Leadership**

Harold D. Lasswell, **A Pre-View of Policy Sciences**

Daniel Lerner and Harold D. Lasswell, eds., **The Policy Sciences: Recent Developments in Scope and Method**

Franklin R. Levy, Arnold J. Meltsner and Aaron Wildavsky, **Urban Outcomes: Schools, Streets and Libraries**

Arnold Meltsner, **The Politics of City Revenue**

Carol Weiss, **Evaluation Research**

Walter Williams, **Social Policy Research and Analysis: The Experience In Federal Social Agencies**

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### **Topic VIII** *Finding Administration Must be Constitutional and Politic*

#### *Required Reading*

Terry L. Cooper and N. Dale Wright, eds, **Exemplary Public Administrators: Character and Leadership in Government**

Michael M. Harmon and Richard T. Mayer, **Organization Theory for Public Administration**

Henry D. Kass and Bayard Catron, **Images and Identities in Public Administration**

Gerald M. Pops and Thomas J. Pavlak, **The Case for Justice: Strengthening Decision Making and Policy in Public Administration**

John Rohr, **To Run a Constitution: The Legitimacy of the Administrative State**

Mortimer Sellers, **American Republicanism: Roman Ideology in the United States Constitution**

Jean Edward Smith, **John Marshall: Definer of a Nation**

Larry Terry, **Leadership of Public Bureaucracies: The Administrator as Conservator**

Gary Wamsley et al, **Refounding Public Administration** (Final Draft of **Blacksburg Manifestation?**)

, **Refounding Democratic Public Administration: Modern Paradoxes, Post-Modern Challenges**

#### *Supplemental Reading*

Graham Allison, **Essence of Decision: Explaining the Cuban Missile Crisis**

Guy Alchon, **The Invisible Hand of Planning: Capitalism, Social Science, and the State in the 1920's**

Jeffrey M. Berry, Kent E. Portney and Ken Thomson, **The Rebirth of Urban Democracy**

Robert B. Denhardt, **The Pursuit of Significance: Strategies for Managerial Success in Public Organizations**

John J. Dilulio, Jr., ed., **Deregulating the Public Service: Can Government be Improved?**

Michael Harmon, **Action Theory for Public Administration**

, **Organization Theory for Public Administration**

Nicholas Henry, **Managing Public Programs: Balancing Politics, Administration, and Public Needs**

Ralph P. Hummel, **The bureaucratic experience**

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- Donald F. Kettl, **Sharing Power: Public Governance and Private Markets**
- Paul C. Light, **Monitoring Government: Inspectors General and the Search for Accountability**
- Russell M. Linden, **Seamless Government**
- John H. Mollenkopf, **The Contested City**
- Alice M. Rivlin, **Reviving the American Dream: The Economy, the States and the Federal Government**
- John Rohr, **To Run a Constitution**
- Bruce L. R. Smith, **The Advisers: Scientists in the Policy Process**
- Richard Stillman, II, **Preface to Public Administration: A Search for Themes and Direction**
- James L. Sundquist, ed., **Beyond Gridlock: Prospects of Governance in the Clinton Years - and After**
- James H. Svara and Associates, **Facilitative Leadership in Local Government: Lessons from Successful Mayors and Chairpersons**  
, **Official Leadership in the City: Patterns of Conflict and Cooperation**
- Robert W. Terry, **Authentic Leadership: Courage in Action**
- Fred Thompson and L. R. Jones, **Reinventing the Pentagon: How the New public Management can bring Institutional Renewal**
- Aaron Wildavsky, **Speaking Truth to Power: The Art and Craft of Policy Analysis**

## **PART II: THE DAWN OF CONCEPTUALIZATION**

### **Topic IX** *Administration without Illusions: Organizations and Members*

#### *Required Reading*

- Robert T. Golembiewski, *Trends in the Development of Organizational Sciences*, in Rabin.
- Robert B. Denhardt, *Five Great Issues in Organization Theory*, in Rabin.
- Fred Thompson, *Public Economics and Public Administration*, in Rabin.
- Vincent Ostrom, *Some Developments in the Study of Market Choice, Public Choice, and Institutional Choice*, in Rabin.
- Anne M. Khademian, *Developing Effective Relations with Legislatures*, in Perry.
- Laurence J. O'Toole, Jr., *Implementing Public Programs*, in Perry.
- Rosemary O'Leary, *Managing Contracts and Grants*, in Perry.

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Robert Caro, **The Years of Lyndon Johnson: The Path to Power**

Michael M. Harmon, **Responsibility as Paradox: A Critique of Rational Discourse on Government**

Greg Mitchell, **The Campaign of the Century: Upton Sinclair's Race for Governor of California and the Birth of Media Politics**

Arthur Schlesinger, **The Imperial Presidency**

Michael Spicer, **The Founders, the Constitution and Public Administration: A Conflict in World Views**

Cam Stivers, **Gender Images in Public Administration: Legitimacy and the Administrative State**

Tom Wicker, **One of Us: Richard Nixon and the American Dream**

Garry Wills, **Reagan's America : Innocents at Home**

### *Optional Reading*

Robert Caro, chapter 33, "Leading Out the Regiment", in **The Power Broker: Robert Moses and the Fall of New York**, pp. 703 - 754.

Rosabeth Moss Kanter, **Men and Women of the Corporation**, pp. 3 - 28.

S. Maynard-Moody, D. Stull and J. Mitchell, "Reorganization as Status Drama: Building, Maintaining and Displacing Dominant Subcultures", **PAR** 46:4 (July/August, 1986), pp. 301 - 310.

### *Supplemental Reading*

Isaac Asimov, **Foundation Trilogy** (There are now five volumes)

Chester Barnard, **The Dilemmas of Leadership in Democratic Process**,  
**Functions of the Executive**

Robert Bellah, R. Madsen, W. Sullivan, A. Swidler and S. Tipton, **Habits of the Heart: Individualism and Commitment in American Life**

Peter M. Blau and Marshall W. Meyer, **Bureaucracy in Modern Society**

Kenneth Boulding, **The Organization Revolution**

Peter Drucker, **The Age of Discontinuity**

, **The Adventures of a Bystander**

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G. Lowes Dickinson

Amitai Etzioni and Paul R. Lawrence, **Socio-economics : A New Synthesis**  
Harold F. Gortner, Mahler and Nicholson, **Organization Theory: A Public Perspective**  
Michael Harrington, **The Accidental Century**  
Frank Herbert, **The Dune Trilogy** (There are now four in the series)  
Aldous Huxley, **Brave New World**  
Milton Mayer, **They Thought They Were Free: The Germans 1933 - 45**  
Robert Michels, **Political Parties**  
Robert V. Presthus, **The Organization Society** (any edition)  
Donald Schon, **Beyond the Stable State**  
Alexander Solzhenitsyn, **The Gulag Archipelago**

**Topic X** *Administration without Illusions: Consequences*

*Required Reading*

Patricia W. Ingraham, *Evolving Public Service Systems*, in Perry.

Barbara C. Crosby, *Leading in a Shared-Power World*

Deil S. Wright, *Federalism, Intergovernmental Relations and Intergovernmental Management: The Origins, Emergence, and Maturity of Three Concepts Across Two Centuries of Organizing Power by Area and by Function*

Richard H. Leach, *Federalism and Intergovernmental Relations: Theories, Ideas, and Concepts*

Robert Mier, ed., **Social Justice and Local Development Policy**

*Optional Reading*

Robert Kharasch, **The Institutional Imperative**, pp. 3 -50.

Robert K. Merton, **Social Theory and Social Structure**, pp. 249 - 278.

Max Weber, in Gerth and Mills, eds., **From Max Weber**, pp. 196 - 216.

*Supplemental Reading*

Orvis F. Collins and David G. Moore, **The Organization Makers**

Stephen L. Elkin, **City and Regime in the American Republic**

Amitai Etzioni, **A Comparative Analysis of Complex Organizations**

, ed., **A Sociological Reader on Complex Organizations** (any edition)

Jennie Farley, ed., **The Woman in Management: Career and Family Issues**

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## Syllabus

Management and Organizations

Page 24

Morton Halperin, **Bureaucratic Politics and Foreign Policy**

Roger Hilsman, **To Move a Nation**

Paul Kantor with Stephen David, **The Dependent City**

Henry Mintzberg, **The Nature of Managerial Work**

, **The Structuring of Organizations**

Gareth Morgan, **Images of Organization**

Lewis Mumford, **The Myth of the Machine: The Pentagon of Power**

Gunnar Myrdal, **An American Dilemma: The Negro Problem and Modern Democracy**

John Naisbit, **Megatrends**

C. Northcote Parkinson, **Parkinson's Law**

Charles Perrow, **Organizational Analysis: A Sociological View**

Don K. Price, **The Scientific Estate**

Alvin Toffler, **Future Shock**

, **The Third Wave**

William H. Whyte, Jr., **The Organization Man**

### **Topic XI** *The Engine of Organizational Action: Technology*

#### *Required Reading*

N. Joseph Cayer, *Public Personnel and Labor Relations*, in Rabin.

Luther F. Carter, *Public Personnel Administration in the 20th Century*

Carol W. Lewis, *The Field of Public Budgeting and Financial Management, 1789-1995*, in Rabin.

Gloria A Grizzle, *Budgeting and Financial Management: Propositions for Theory and Practice*, in Rabin.

Irene S. Rubin, *Strategies for the New Budgeting*, in Perry.

Glen Hahn Cope, *Budgeting for Public Programs*, in Perry.

William Bridges, **Job Shift**

George E. Reedy, **The Twilight of the Presidency**

Jeremy Rifkin, **The End of Work: The Decline of the Global Labor Force and the Dawn of the Post-Market Era**

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*Supplemental Reading*

- Koya Azumi and Jerald Hage, eds., **Organizational Systems**  
Adolf A. Berle and Gardner C. Means, **The Modern Corporation and Private Property**  
Peter M. Blau and Richard A. Schoenherr, **The Structure of Organizations**  
Tom Burns and G. M. Stalker, **The Management of Innovation**  
James L. Coser, **My Life in the Ward**  
William Dill, "Environment as an Influence on Managerial Autonomy", **ASQ** 2:1 (March, 1958), pp. 409 - 433P  
Paul R. Lawrence and Jay W. Lorsh, **Organization and Environment**  
Richard N. McCleery, **Policy Change in Prison Management**  
E. J. Miller and A. K. Rice, **Systems of Organization**  
Charles Perrow, "Hospital: Technology, Structure and Goals", in James G. March, ed., **Handbook of Organizations**  
Harold Wilensky, **Organizational Intelligence**

**Topic XII** *Growth of Organizations: Dynamics of Goalsetting*

*Required Reading*

- Lisa B. Bingham, *Negotiating for the Public Good*, in Perry.  
John Parr and David Lampe, *Empowering Citizens*, in Perry.  
Mark Bovens and Paul 't Hart, **Understanding Policy Fiascoes**  
John Kingdon, **Agendas, Alternatives and Public Policies**

*Supplemental Reading*

- Alfred D. Chandler, Jr., **Strategy and Structure**  
**, The Visible Hand: The Managerial Revolution in American Business**  
Anthony Downs, **Inside Bureaucracy**  
S. N. Eisenstadt, "Bureaucracy, Bureaucratization and Debureaucratization", **ASQ** 4:3 (December, 1959), pp. 302 - 320  
Joseph R. Gusfield, "Social Structure and Moral Reform: A Study of the Woman's Christian Temperance Union", **American Journal of Sociology (AJS)** 61:3 (November, 1955), pp. 221 - 232  
Gifford Pinchot, **Breaking New Ground**  
Eddie Rickenbacher, **My Life**  
David L. Sills, **The Volunteers: Means and Ends in a National Organization**

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Management and Organizations

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Herbert A. Simon, "Birth of an Organization: The Economic Cooperation Administration", **PAR** 13:3 (May/June, 1953), pp. 227 - 236

Richard McEwen and James Thompson, "Organizational Goals and Environment: Goal-setting as an Interaction Process", **American Sociological Review (ASR)** 23:1 (February, 1958), pp. 23 - 31

Mayer Zald and Denton, "From Evangelism to General Service: On the Transformation of the YMCA", **ASQ** 8:1 (June, 1963), pp. 214 - 234

### **Topic XIII** *Organizational Behavior: Discretion and Authority*

#### *Required Reading*

John Gist, *Decision Making in Public Administration*, in Rabin.

Robert P. McGowan and Dennis P. Wittmer, *Five Great Issues in Decision Making*, in Rabin.

David H. Rosenbloom, *Administrative Law and Regulation*, in Rabin.

Philip J. Cooper, *Critical Issues in Public Law and Public Administration*, in Rabin.

Barbara Romzek, *Enhancing Accountability*, in Perry.

### Theodore Lowi, **The End of the Republican Era**

#### *Supplemental Reading*

Terry L. Cooper, ed., **Handbook of Administrative Ethics**

Michel Crozier, **The Stalled Society**

Kenneth Davis, **Discretionary Justice**

Philip Foss, **Politics and Grass**

Alvin Gouldner, **Patterns of Industrial Democracy**

Delaney, Janowitz and Deil S. Wright, **Public Administration and the Public: Perspectives toward Government in a Metropolitan Community**

Louis Jaffee, "The Illusion of Ideal Administration", **Harvard Law Review (HLR)** 86:5 (May, 1973), pp. 1183 - 1199

Herbert Kaufman, **The Forest Ranger**

, **Limits of Organizational Change**

, **Administrative Feedback**

, **Redtape**

, **Are Government Organizations Immortal?**

Sidney Mailick and Van Ness, eds., **Concepts and Issues in Administrative Behavior**

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Donald L. Mills and Howard Vollmer, **Professionalization**

C. Webber and A. Wildavsky, **A History of Taxation and Expenditure in the Western World**

**Topic XIV** *Organizational Behavior: POLITICS*

*Required Reading*

Sandra J. Hale, *Achieving High Performance in Public Organizations*, in Perry.

Craig L. Johnson, *Administering Public Debt*, in Perry.

Victor S. Navasky, **Kennedy Justice**

*Supplemental Reading*

Dean Acheson, **Present at the Creation**

Charles E. Bohlen, **Witness to History 1929 - 1969**

Robert A. Caro, **The Years of Lyndon Johnson** (3 volumes)

Harry R. (Bob) Haldeman with Joseph DiMona, **The Ends of Power**

William H. Harbaugh, **Lawyer's Lawyer: The Life of John W. Davis**

LeRoy F. Harlow, **Without Fear or Favor: Odyssey of a City Manager**

Emmet John Hughes, **The Ordeal of Power**

Walter Isaacson and Evan Thomas, **The Wise Men: Six Friends and the World They Made**

Erwin G. Krasnow and Lawrence D. Longley, **The Politics of Broadcast Regulation**

Fremont J. Lyden, George A. Shipman and Morton Kroll, **Policies, Decisions and Organizations**

Jeffrey L. Pressman and Aaron B. Wildavsky, **Implementation**

Arthur Schlesinger, Jr., **One Thousand Days**

, **Robert F. Kennedy and His Times**

Frank Thompson, **Personnel Policy in the City: The Politics of Jobs in Oakland**

Gary L. Wamsley and Mayer Zald, **The Political Economy of Public Organizations**

Karl E. Weick, **Sensemaking in Organizations**

Aaron B. Wildavsky, **The Politics of the Budgetary Process** (any edition)

Bob Woodward, **The Agenda: Inside the Clinton White House**

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### **Topic XV** *Organizational Behavior: Administrative Functions*

#### *Required Reading*

Hal C. Rainey, *Building an Effective Organizational Culture*, in Perry.

Carson K. Eoyand and Peter D. Spencer, *Designing Effective Programs*, in Perry.

Philip Selznick, **Leadership in Administration**

#### *Supplemental Reading*

Rafael Aguayo, **Dr. Deming: The American Who Taught the Japanese about Quality**

H. Igor Ansoff, **Implanting Strategic Management**

Fred H. Blum, **Toward a Democratic Work Process: The Hormel-packinghouse Workers' Experiment**

W. Edward Deming, **Out of the Crisis**

Peter Drucker, **The Tasks of Management**  
**, Management**

Fred E. Fiedler, Martin M. Chemers and Linda Mahar, **Improving Leadership Effectiveness: The Leader Match Concept**

Mary Parker Follet, **Dynamic Administration**

Robert Golembiewski and Orion White, **Cases in Public Management**

**Harvard Business Review (HBR), On Management** (Collection of essays)

Herbert Kaufman, **The Administrative Behavior of Federal Bureau Chiefs**

Tracy Kidder, **The Soul of a New Machine**

John P. Kotter, **The General Managers**

John P. Kottler and Paul R. Lawrence, **Mayors in Action**

Harry Levinson with Cynthia Lang, **Executive**

Rensis Likert and Jane G. Likert, **New Ways of Managing Conflict**

Ronald Loveridge, **City Managers in Legislative Politics**

Richard E. Neustadt, **Presidential Power: The Politics of Leadership** (any edition)

Deil Wright, **Understanding Intergovernmental Relations** (3rd edition)

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### PART III: WRESTLING WITH THE CRITICAL ISSUES

#### **Topic XVI Organizations and Administration: New Illusions**

##### *Required Reading*

Douglas C. Eadie, *Leading and Managing Strategic Change*, in Perry.

Michael Barzelay and Catherine Moukheibir, *Listening to Customers*, in Perry.

Harry P. Hatry, *Tracking the Quality of Services*, in Perry.

Robert K. Whelan, *Data Administration and Research Methods in Public Administration*, in Rabin.

Frank Marini, ed., **Toward a New Public Administration**

##### *Optional Reading*

Charles Perrow, "Organizations and Beyond: Selected Essays of James D. Thompson", **ASQ** 21:4 (December, 1976), pp. 718 - 721

*Minnowbrook Revisited*, **PAR** 49:2 (March/April, 1989), especially Steven Maynard-Moody, "Beyond Implementation: Developing an Institutional Theory of Administrative Policy Making," pp. 137 - 143; Curtis Ventriss, "Toward a Public Philosophy of Public Administration: A Civic Perspective of the Public," pp. 173 - 179; Lewis Gawthrop, "Minnowbrook: The Search for a New Reality," pp. 194 - 196; Cynthia McSwain and Orion White, jr., "Transforming the Golem: Technicism, Human-Relations Technology, and the Human Project," pp. 197 - 200; Brack Brown, "The Search for Public Administration: Road Not Followed," pp. 215 - 217; Conclusions on **Minnowbrook II** by Mayer, Guy, Holzer, Porter, Mary Timney Bailey and Robert Cleary, pp. 218 - 227.

Sheldon S. Wolin, "A Critique of Organizational Theories", from **Politics and Vision: Continuity and Innovation in Western Political Thought**

Philip Selznick, "Rejoinder to Wolin", from Amitai Etzioni, ed., **A Sociological Reader on Complex Organizations**

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*Americans have worked themselves into a state of believing - at a generalized level of conceptualization - that their government does not work. The drastic nature of this myth, when one thinks about it, is quite amazing. The gap between Bureaucracy's conceptual image and its actual performance constitutes not merely a few degrees of disagreement but a nearly inverse contradiction.* Charles Goodsell

## Syllabus

Management and Organizations

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### *Supplemental Reading*

Chris Argyris, "Some Limits of Rational Man Organizational Theory", **PAR** 33:3 (May/June, 1973), pp. 253 - 267

Chris Argyris and Herbert Simon, "Comment and Reply on the 'Limits of Rational Man Organizational Theory'", **PAR** 33:4 (July/August, 1973), pp. 346 - 357

Gibson Burrell and Gareth Morgan, **Sociological Paradigms and Organisational Analysis**

H. George Frederickson, "The Lineage of New Public Administration", **Administration and Society (AS)** 8:2 (August, 1972), pp. 149 - 174

, "Symposium on Social Equity and Public Administration", **PAR** 34:1 January/February, 1974), pp. 1 - 51

M. Donald Hancock and Gideon Sjoberg, eds., **Politics in the Post-Welfare State**

Ralph Hummel, **The Bureaucratic Experience**

Jong S. Jun, ed., **Rethinking administrative theory : the challenge of the new century**

Talcott Parsons, **The Structure of Social Action**

John Rawls, **A Theory of Justice**

John Ralston Saul, **Voltaire's Bastards: The Dictatorship of Reason in the West**

Fred Thayer, **An End of Hierarchy**

Gary L. Wamsley, "On the Problems of Discovering What's Really New in Public Administration", **AS** 8:3 (November, 1976), pp. 385 - 400

### **Topic XVII** *Organizations and the Future: Beyond Organizations*

#### *Required Reading*

John M. Bryson and William D. Roering, *Strategic Planning Options for the Public Sector*, in Perry.

Peter deLeon and E. Sam Overman, *A History of the Policy Sciences*, in Rabin.

Carol W. Lewis and Bayard L. Catron, *Professional Standards and Ethics*, in Perry.

Stephen Elkin and Karol Soltan, **The New Constitutionalism: Designing Political Institutions for a Good Society**

A. Lee Fritschler, **Smoking and Politics**

Philip Selznick, **The Moral Commonwealth: Social Theory and the Promise of Community**

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... To be a citizen of a [polis] did not merely imply the payment of taxes and the possession of a vote; it implied a direct and active cooperation in all the functions of civil and military life. A citizen was normally a soldier, a judge, and a member of the governing assembly; and all his duties he performed not by deputy, but in person.

G. Lowes Dickinson

*Optional Reading*

Lawrence F. Keller, "The Political Economy of Public Management: An Interorganizational Network Perspective", **AS** 15:4 (February, 1984), pp. 455 - 474

Levine and Berne, "Interorganizational Analysis: An Analytical Handle on the Complexity of Service Delivery Systems", **Urban Affairs Quarterly (UAQ)** (March, 1977), pp. 411 - 422

*Supplemental Reading*

Anita L. Allen and Milton C. Regan, Jr, eds., **Debating Democracy's Discontent: Essays on American Politics, Law, and Public Philosophy**

Warren G. Bennis and Philip E. Slater, **The Temporary Society**

J. Kenneth Benson, "Innovations and Crisis in Organizational Analysis", **The Sociological Quarterly (SQ)** 18:1 (Winter, 1977), pp. 3 - 16

, "The Interorganizational Network as a Political Economy", **ASQ** 20:2 (June, 1975), pp. 134 - 137

Peter L. Berger and Richard J. Neuhaus, **To Empower People: The Role of Mediating Structures in Public Policy**

William Rehg and James Bohman, eds., **Pluralism and the Pragmatic Turn: the Transformation of Critical Theory: Essays in honor of Thomas McCarthy**

Kenneth Boulding, **Ecodynamics**

Douglas Cater, **Power in Washington**

James Freedman, **Crisis and Legitimacy**

Franklin and Rigley, **Congress, the Bureaucracy and Public Policy**

David Halberstam, **The Best and the Brightest**

Hjern and David O. Porter, "Implementation Structures: A New Unit of Administrative Analysis", **Organizational Studies (OS)** 2:3 (June, 1981), pp. 211 - 227

Marc Holzer, ed., **Public Service : Callings, Commitments, and Constraints**

Theodore J. Lowi, **The End of Liberalism** (2nd edition)

Larry Lyon, **The Community in Urban Society**

Peter F. Nardulli, ed., **The Constitution and American political development : an institutional perspective**

David L. Rogers and Associates, **Interorganizational Coordination: Theory, Research and Implementation**

Herman Turk, **Organizations in Modern Life**

, **Interorganizational Activation in Urban Communities**

Dwight Waldo, ed., "Symposium on Organizations for the Future", **PAR** 33:4 (July/August, 1973), pp. 299 - 335

Roland L. Warren, Stephen M. Rose and Ann F. Bergunder, **The Structure of Urban Reform**

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