

**PADMN 6300**  
**ADMINISTRATIVE THEORY**

Fall 2009  
Schwartz-Shea  
Office: 256e Orson Spencer Hall  
Voice mail: 581-6300  
Email: psshea@poli-sci.utah.edu

Class: OSH 107, 6:00-9:00 pm, Wednesdays  
Office Hours: 4:00-5:30 pm Wednesdays  
and by appointment

**Course Description and Objectives**

PADMN 6300 is a required core course for the Master's of Public Administration degree. The purpose of the course is to expose you to *original works* within public administration so that you can obtain a sense of the historical development of public administration and make independent judgments on the worth of authors' contributions. We begin with a text (Denhardt, 2008) for an introductory overview and then will proceed to the original literature grouped in terms of "paradigms" (or scholarly schools of research). The purpose of examining the literature in term of paradigms is to introduce you to what it means to think theoretically. At the same time, Denhardt (and I) have an interest in the connection between theory and practice ("praxis") and so, with your assistance, I will endeavor to keep this connection at the forefront of our discussions. Additionally, the class assignment, "Paradigm Application" (see below), is designed for reflection on praxis.

In addition to these substantive goals, the faculty of the Public Administration Program have collectively agreed that core courses should encourage the development of several specific skills:

- the ability to read, comprehend, and interpret written materials
- the ability to write in a clear, concise manner with correct grammar
- the ability to communicate orally
- the ability to argue constructively and effectively with others
- the ability to engage in logical, critical thinking

In order to develop such skills while learning about Administrative Theory, this course will be reading and writing intensive. As important, *graduate* education requires that students take responsibility for their own learning. Specifically, quality class discussion requires extensive preparation on your part *prior* to class.

**Required Texts**

Denhardt, Robert B. 2008. 5th ed. *Theories of Public Organization*. Belmont, CA: Thomson/Wadsworth.

Shafritz, Jay M. and Hyde, Albert C. 2007. 6th ed. *Classics of Public Administration*. Belmont, CA: Thomson/Wadsworth.

Reserve Readings.

To assist you with planning over the semester, the course overview lists the total number of pages of required reading per class session (not counting reviews of the Denhardt text

chapters). Please note that these totals are only estimates. Moreover, reading difficulty should be factored into your estimates of reading time.

### **Course Requirements**

Participation	15%
Microthemes (25)	20%
Administrative Journal	30% (four entries handed in)
Paradigm Application	35%

**Participation.** Although there will be occasional short lectures, the majority of the classes will be organized around small group participation in which classmates challenge each other to make sense of the assigned readings. After small group discussion, I will interact with the “group reporters” in order to provide an opportunity for additional reflection on the readings. Group membership will be changed at least once during the semester. Each individual will be the group reporter one or more times during the semester (as a function of class readings and group size). The purpose of small group participation is to keep you awake during an evening, three-hour class and to engage you in active learning with what will often be quite challenging texts. (There may be some assigned work done in pairs.)

**Microthemes.** A microtheme is a 100-150 word paragraph which summarizes the assigned reading. The idea is to present the “gist” of the article – its most significant point or theme – in eloquent, succinct prose, i.e., overly long microthemes miss the point! Please type (or paste from your computer) each microtheme onto a **5x8 card**. Microthemes are due the day the article is to be discussed in class. Because they serve as the basis for discussion, they are to be turned in at the end of class. Microthemes are not graded individually, though I will record whether or not they were completed. Late microthemes will be accepted within the week but will only be “counted” as half a microtheme. NOTE: The purpose of the 5x8 cards is to facilitate handling and reading by me since I will read over 700 microthemes during the semester.

**Administrative Journal.** The Administrative Journal assignment will be modeled on Denhardt’s five part approach (see the appendix, pgs. 199-208). Like the microtheme, the writing should be polished but not as formal. The journal will facilitate personal reflection and, perhaps, provide some initial preparation for the paradigm application assignment. Students are encouraged to write their journal entries on a weekly basis and their “rough journals” are to be turned in the last day of class to assess consistency of effort. More formally, a total of four (five-part) “experiences” will be handed in for assessment on the indicated dates (two each on **October 21** and **December 9**; edited to between 4 and 6 pages for each “experience”).

**Paradigm Application.** In this assignment students will analyze a past or current work setting using two of the paradigms (e.g., organizational humanism) covered in the second part of the course. Details of this assignment will be handed out **October 28**; the 15-page analysis will be due in class **November 18**.

### **Academic Honesty and Dishonesty**

Academic honesty is expected, and dishonesty will not be tolerated. An act of academic dishonesty will result in a course grade of E or a recommendation of additional disciplinary action. In the event of suspected academic dishonesty, the instructor may substitute an examination or assignment for the work in question. The MPA faculty have adopted the following guidelines concerning what constitutes a violation of ethical standards for work completed in this course. Any of these violations will be considered academic dishonesty and treated as such. These guidelines are in addition to any University-wide guidelines concerning academic dishonesty, which may be in effect.

1. Cheating. The giving or receiving of any unauthorized assistance on any academic work.
2. Plagiarism. Presenting the language, structures or ideas of another person or persons as one's own original work.
3. Falsification. Any untrue statement, either oral or written, concerning one's own academic work or the academic work of another student, or the unauthorized alteration of any academic record.
4. Original Work. Unless specifically allowed by the instructor, all academic work undertaken in a course must be original, i.e., it must not have been submitted in a prior course or be submitted in a course being taken concurrently.

### **Major Research Paper**

If you are interested in doing your Major Research Paper (MRP) on a topic related to administrative theory, the history and evolution of the administrative state, or organizational theory I am happy to work with you. If you choose to do your MRP on a topic that falls within the general area of this course you may be exempt from meeting some of the course requirements. If you would like to pursue your MRP within the framework of this course, please set up an appointment with me to talk about your topic **by October 7**. If you are unsure whether you want to do your MRP on something related to this course, you are welcome to contact me about an MRP at a later point. I will be happy to work with you on your MRP even if you are not a student in my course.

### **Reasonable Accommodation**

The University of Utah seeks to provide equal access to its programs, services and activities for people with disabilities. If you will need accommodations in this course, reasonable prior notice needs to be given to the Center for Disability Services, 162 Olpin Union Building, 581-5020 (V/TDD). CDS will work with you and the instructor to make arrangements for accommodations.

All written information in this course can be made available in alternative format with prior notification to the Center for Disability Services.

## COURSE OVERVIEW

### **PART I—FOUNDATIONS**

- August 26           INTRODUCTORY LECTURE: Epistemology, Theory, and “Paradigms”—23 pgs  
Schmidt, Denhardt text #1
- September 2        OVERVIEW of Administrative Theory—168 pgs *No class!*  
Denhardt text #2-7
- Schwartz-Shea will be directing the National Science Foundation Workshop on Interpretive Methodologies in Political Science and attending the American Political Science Association Conference in Toronto. For information on the NSF Workshop, see <https://www.ipia.utah.edu/imps/index.html>
- September 9        FOUNDATIONS of Public Administration I—53 pgs (2 MTs)
- September 16      FOUNDATIONS of Public Administration II—95 pgs (2 MTs)

### **PART II—THEORETICAL APPROACHES**

- September 23      NEOCLASSICAL THEORY—54 pgs (2 MTs)
- September 30      EARLY CRITICS / SYSTEMS THEORY—109 pgs (2 MTs)
- October 7           ORGANIZATIONAL HUMANISM—85 (3MTs)
- October 14         FALL BREAK
- October 21         PUBLIC CHOICE THEORIES—110 pgs (3 MTs)  
*Two Administrative Journal Entries Due*
- October 28         CRITICAL / POSTMODERN THEORIES—115 pgs (3 MTs)  
*Paradigm Application Assignment Handed Out*
- November 4         THEORIES OF EMERGENCE / INTEPRETIVE THEORIES—111 pgs (3 MTs)

### **PART III—THINKING THEORETICALLY; PRACTICING PRAXIS**

- November 11        PARADIGM REVIEW & In-class Exercise  
*Questions on Paradigm Application*
- November 18        LECTURE TOPIC TBD  
*Paradigm Application Due*
- November 25        CONTEMPORARY READINGS: Can you spot the paradigm?—96 pgs (4 MTs)  
There are 8 readings at 192 pages. Students will be assigned 4 of the 8.
- December 2         PUBLIC VALUES AND PUBLIC PARTICIAPTION—79 pgs (1 MT)  
Guest Lecture - Melissa Goldsmith, Ph.D.
- December 9         WRAP UP - Personal Assessments of Paradigms  
*Two Administrative Journal Entries Due*  
*Turn in Rough Journals*

## READINGS

Readings are *On Reserve* or in the *Classics Text*. An asterisk (\*) indicates that a microtheme is required on the reading.

### PART I - FOUNDATIONS

#### **INTRODUCTION: EPISTEMOLOGY, THEORY & “PARADIGMS”—August 26**

Mary R. Schmidt. “Grout: Alternative Kinds of Knowledge and Why They are Ignored,” *Public Administration Review* 1993, 53, 6: 525-530. *On Reserve* **5**

Denhardt, #1 Learning About Public Organizations **17**

#### **OVERVIEW OF ADMINISTRATIVE THEORY—September 2**

No class – Denhardt, #2-7, **168** pgs

#### **THE FOUNDATIONS OF PUBLIC ADMINISTRATION I—September 9**

Max Weber (1864-1920), “Bureaucracy.” *Classics Text*, p. 50. **6**

\*Max Weber, “The Three Types of Legitimate Rule” (MT on this part); other excerpts from H. H. Gerth & C. W. Mills, eds. *From Max Weber: Essays in Sociology*. New York: Oxford University Press, 1958, pp. 212-216, 224-244. Originally published English in 1946. *On Reserve* **25**

\*Denhardt, #8 The Practitioner as Theorist, **12**

Denhardt, Appendix - The Administrative Journal, **10**

*Review* Denhardt, #2 Intellectual Heritage: Marx, Weber, and Freud

#### **THE FOUNDATIONS OF PUBLIC ADMINISTRATION II—September 16**

Alexander Hamilton, James Madison, and Jay, John, *The Federalist Papers* edited by Clinton Rossiter with a 1999 introduction by Charles R. Kesler. The Mentor Books, 1961. Numbers 10 (Madison), 23-24 (Hamilton), 51 (Madison), 71-72 (Hamilton). *On Reserve* **33**

\*Woodrow Wilson, “The Study of Administration,” *Political Science Quarterly*, Vol. 2, June 1887. *Classics Text*, p. 22. **13**

Frank J. Goodnow, “Politics and Administration.” From *Politics and Administration: A Study in Government*, 1900, New York: Russell & Russell. *Classics Text*, p. 35. **3**

\*Frederick Taylor, *The Principles of Scientific Management*. New York: Harper & Row, 1911, pp. 5-29, 35-48, 54-59. *On Reserve* **43**

Frederick Taylor, "Scientific Management" Excerpt from testimony before the U.S. House of Representatives, January 25, 1912. *Classics Text*, p. 43. **3**

Waldo, Dwight, "The Administrative State: Conclusion." From *The Administrative State: A Study of the Political Theory of American Public Administration*. 1948. NY: Homes and Myer. *Classics Text*, p. 150. **3**

**Review** Denhardt, #3 The Political Heritage: From Wilson to Waldo

## **PART II - THEORETICAL APPROACHES**

### **NEOCLASSICAL THEORY—September 23**

Luther Gulick, "Notes on the Theory of Organization." In L. Gulick & L. Urwick, eds. *Papers on the Science of Administration*. New York: Institute of Public Administration, 1937. *Classics Text*, p. 90. **8**

Brownlow, Louis, Charles E. Merriam & Luther Gulick, "Report of the President's Committee on Administrative Management," 1937. *Classics Text*, p. 99. **5**

Herbert Simon, "The Proverbs of Administration," *Public Administration Review*, Vol. 6, Winter 1946. *Classics Text*, p. 136. **13**

Excerpt from The Hoover Commission Report, "The Report of The Commission on Organization of The Executive Branch of Government," 1949. *Classics Text*, p. 162. **8**

\*Charles E. Lindblom, "The Science of 'Muddling Through,'" *Public Administration Review*, Spring, 1959. *Classics Text*, p. 177. **10**

\*Herbert Kaufman, "Administrative Decentralization and Political Power," *Public Administration Review*, 1969. *Classics Text*, p. 285. **10**

**Review** Denhardt, #4 The Rational Model of Organization

### **EARLY CRITICS / SYSTEMS THEORY—September 30**

Chester Barnard, "Informal Organizations and Their Relation to Formal Organizations." From *The Functions of the Executive*. Cambridge, MA: Harvard University Press, 1938. *Classics Text*, p. 104. **5**

\*Robert K. Merton, "Bureaucratic Structure and Personality," *Social Forces*, Vol. 18, 1940. *Classics Text*, p. 109. **6**

Paul Appleby, "Government is Different." From *Big Democracy*, 1945, Alfred A. Knopf. *Classics Text*, p. 131. **5**

Philip Selznick, "The Cooptative Mechanism." From *TVA and the Grass Roots*. Berkeley: University of California Press, 1949. *Classics Text*, p. 155. **6**

Jeffrey L. Pressman & Aaron Wildavsky, "Implementation." From *Implementation*. The Regents of University of California, 1973. *Classics Text*, p. 339. **4**

Graham T. Allison, "Public and Private Management: Are They Alike in All Unimportant Respects?" From *Proceedings for the Public Management Research Conference*, November 19-20, 1979. Washington, D.C.: Office of Personnel Management, OPM Document 127-53-1, February 1980). *Classics Text*, p. 396. **17**

Michael Lipsky, "Street-Level Bureaucracy: The Critical Role of Street-Level Bureaucrats." From *Street-Level Bureaucracy: Dilemmas of the Individual in Public Services*. Russell Sage Foundation, 1980. *Classics Text*, p. 414. **6**

//////////

Katz, Daniel and Robert L. Kahn, "Organizations and the System Concept." From *The Social Psychology of Organizations*. Wiley & Sons, 1966. *Classics Text*, p. 206. **10**

\*James D. Thompson, "Strategies for Studying Organizations," and "Rationality in Organizations." In *Organizations in Action*, New York: McGraw-Hill, 1967, 3-24, 83-98. *On Reserve* **21**

B. Guy Peters and Brian W. Hogwood, "Applying Population Ecology Models to Public Organizations," *Research in Public Administration*, 1, 1991, 79-108. *On Reserve* **29**

**Review** Denhardt, #4 The Rational Model of Organization

## **ORGANIZATIONAL HUMANISM—October 7**

F. H. Roethlisberger, "The Road Back to Sanity." From *Management and Morale*. Cambridge, MA: Harvard University Press, 1941, 7-26. *On Reserve* **19**

\*A. H. Maslow, "A Theory of Human Motivation," *Psychological Review*, Vol. 50, July 1943. *Classics Text*, p. 123. **7**

\*Chris Argyris, "Organizational Behavior: Summary and Conclusions." From *Personality and Organization: The Conflict Between System and the Individual*. Harper & Row, 1957, 229-237. *On Reserve* **8**

Douglas M. McGregor, "The Human Side of Enterprise," *Management Review*, November, 1957. *Classics Text*. p. 171. **6**

Frederick C. Mosher, "Democracy and the Public Service: The Collective Services." From *Democracy and the Public Service*, 1968. *Classics Text*, p. 434. **11**

Wendell French, "Organizational Development: Objectives, Assumptions, and Strategies," *California Management Review*, 1969, 23-34. *On Reserve* **11**

John J. Morse and Jay W. Lorsch, "Beyond Theory Y," *Harvard Business Review*, May-June 1970, 61-68. *On Reserve* **7**

\*George Frederickson, "Toward a New Public Administration." From *Toward a New Public Administration: The Minnowbrook Perspective*. Scranton, PA: Chandler, 1971. *Classics Text*, p. 315. **11**

Samuel Krislov, "Representative Bureaucracy." From *Representative Bureaucracy*, Englewood Cliffs, NJ, 1975. *Classics Text*, p. 350. **5**

**Review** Denhardt, #5 Organizational Humanism & the New Public Administration

### **PUBLIC CHOICE THEORIES—October 21**

Anthony Downs, "The Life Cycle of Bureaus." From *Inside Bureaucracy*, Boston: Littlefield, 1967. *Classics Text*, p. 258. **13**

Lowi, Theodore J., "The End of Liberalism: The Indictment." From *The End of Liberalism*. 1969. NY: WW Norton and Company. *Classics Text*, p. 298. **3**

\*Richard B. McKenzie and Gordon Tullock, "Bureaucratic Entrepreneurs." From *The New World of Economics*, Homewood, Illinois: Richard D. Irwin, 1981, pp. 175-192. *On Reserve* **17**

\*Mathew D. McCubbins and Thomas Schwartz, "Congressional Oversight Overlooked: Police Patrols versus Fire Alarms," *American Journal of Political Science*, 1984, 2(1), 165-179. *On Reserve* **14**

Albert Breton and Ronald Wintrobe, "The Bureaucracy of Murder Revisited," *Journal of Political Economy*, 94, 1986, 905-925. *On Reserve* **20**

Ronald C. Moe, "Exploring the Limits of Privatization," *Public Administration Review*, 1987. *Classics Text*, p. 467. **8**

\*Randy T. Simmons and Urs P. Kreuter, "Herd Mentality: Banning Ivory Sales Is No Way to Save the Elephant," *Policy Review*, 1989, 46-49. *On Reserve* **4**

Peregrine Schwartz-Shea, "Understanding Subgroup Optimization: Experimental Evidence on Individual Choice and Group Processes," *Journal of Public Administration Research and Theory*, 1991, 1 (1), 49-73. *On Reserve* **24**

"From Red Tape to Results: Creating a Government That Works Better and Costs Less," *The National Performance Review*, 1993. *Classics Text*, p. 556. **7**

**Review** Denhardt, #6 The Policy Emphasis & The New Public Management

### **CRITICAL / POSTMODERN THEORY—October 28**

Robert B. Denhardt, "Toward a Critical Theory of Public Organization," *Public Administration Review*, 41, 1981, 628-635. *On Reserve* **8**

\*Kathy E. Ferguson, "The Bureaucrat as the Second Sex." From *The Feminist Critique of Bureaucracy*. Philadelphia: Temple University Press, 1984, 83-122. *On Reserve* **39**

\*Robin P. Clair, "The Bureaucratization, Commodification, and the Privatization of Sexual Harassment through Institutional Discourse: A Study of the 'Big Ten' Universities," *Management Communication Quarterly*, 7 (2), 1993, 123-157. *On Reserve* **34**

\*Charles J. Fox and Hugh T. Miller, "The Growing Gap Between Words and Deeds: Postmodern Symbolic Politics." From *Postmodern Public Administration: Toward Discourse*, 1995, Thousand Oaks, CA: Sage, 42-72. *On Reserve* **30**

*Review* Denhardt, #7 Public Administration and the New Public Service

### **THEORIES OF EMERGENCE / INTERPRETIVE THEORY—November 4**

Mary Parker Follett, "The Giving of Orders." In H. C. Metcalf, ed., *Scientific Foundations of Business Administration*. Baltimore: Williams & Wilkins Co., 1926. *Classics Text*, p. 64. **8**

Karl Weick, "The Processes of Organizing." From *The Social Psychology of Organizing*, Reading, MA: Addison-Wesley, 1969, 54-71. *On Reserve* **17**

\*Michael D. Cohen, James G. March, and Johan P. Olsen, "A Garbage Can Model of Organizational Choice," *Administrative Science Quarterly*, 17, 1977, 1-25. *On Reserve* **24**

\*Lisa Weinberg, "Seeing Through Organization: Exploring the Constitutive Quality of Social Relations," *Administration & Society*, 28 (2), 1996, 177-204. *On Reserve* **27**

Bevir, M., Rhodes, R., and Weller, P., "Traditions of Governance: Interpreting the Changing Role of the Public Sector," *Public Administration*, 81, 2003, 1-17. *On Reserve* **16**

\*Dvora Yanow, "Ways of Knowing: Passionate Humility and Reflective Practice in Research and Management," *American Review of Public Administration*, OnlineFirst, published on July 20, 2009 as doi:10.1177/0275074009340049. *On Reserve* **19**

*Review* Denhardt, #7 Public Administration & the New Public Service

### **PART III—THINKING THEORETICALLY; PRACTICING PRAXIS**

#### **PARADIGM REVIEW & In-class Exercise—November 11**

No additional reading

#### **LECTURE TOPIC TBD—November 18**

Paradigm application due

No additional reading

**CONTEMPORARY READINGS: Can you spot the paradigm?—November 25**

*Students will read and write MTs on 4 of these 8 articles as assigned.*

Jennifer Alexander, “Public-Nonprofit Partnership: Realizing the New Public Service,” *Administration & Society*, 41, 3, 2009, 364-386. **22**

George A. Boyne and Kenneth J. Meier, “Environmental Turbulence, Organizational Stability, and Public Service Performance,” *Administration & Society*, 40, 8, 2009, 799-824. **25**

Thomas J. Catlaw, “Governance and Networks at the Limits of Representation,” *American Review of Public Administration*, 39, 2009, 478-498. **20**

Hong-Sang Jeong and Ralph S. Brower, “Extending the Present Understanding of Organizational Sensemaking: Three Stages and Three Contexts,” *Administration & Society*, 40, 3, 2008, 223-252. **29**

Jack H. Knott and Gary J. Miller, “When Ambition Checks Ambition: Bureaucratic Trustees and the Separation of Powers,” *American Review of Public Administration*, 38, 4, 2008, 387-411. **24**

Naim Kapucu and Montgomery Van Wart, “Making Matters Worse: An Anatomy of Leadership Failures in Managing Catastrophic Events,” *Administration & Society*, 40, 7, 2008, 711-740. **29**

Stillman, Richard J. II, “Twenty-first Century United States Governance: Statecraft as Reform Craft and the Peculiar governing Paradox it Perpetuates,” *Public Administration*, 81, 2003, 19-40. **20**

Bradley E. Wright and Sanjay K. Pandey, “Public Service Motivation and the Assumption of Person—Organization Fit: Testing the Mediating Effect of Value Congruence,” *Administration & Society*, 40, 5, 2008, 502-521. **23**

**PUBLIC VALUES AND PUBLIC PARTICIPTION—December 2**

Guest Lecturer - Melissa Goldsmith, Ph.D.

Dissertation title: Government Mandated Participation and its Effect on Citizens

*Students will be assigned one article on which to write their last microtheme.*

Udo Pesch, “The Publicness of Public Administration,” *Administration & Society*, 40, 2, 2008, 170-193. **23**

Paul Davis and Karen West, “What Do Public Values Mean for Public Action? Putting Public Values in Their Plural Place,” *American Review of Public Administration*, published on line Dec 2008; vol. 0: pp. 0275074008328499v1. **15**

James S. Bowman and Jonathan P. West, “To ‘Re-Hatch’ Public Employees or Not? An Ethical Analysis of the Relaxation of Restrictions on Political Activities in Civil Service,” *Public Administration Review*, 69, 1, 2008, 52-63. **11**

John S. Dryzek and Aviezer Tucker, "Deliberative Innovation to Different Effect: Consensus Conferences in Denmark, France, and the United States," *Public Administration Review*, 68, 5, 2008, 864-876. **12**

Peter John, "Can Citizen Governance Redress the Representative Bias of Political Participation?" *Public Administration Review*, 69, 3, 2009, 494-503. **9**

Kelly LeRoux, "Paternalistic or Participatory Governance? Examining Opportunities for Client Participation in Nonprofit Social Service Organizations," *Public Administration Review*, 69, 3, 2009, 504-517. **9**

**WRAP UP - PERSONAL ASSESSMENTS OF PARADIGMS—December 9**