

*Ph.D. Core Curriculum*

*Theoretical Foundations*

# The Study of Public Organizations

Program: Ph.D. in Public Administration

Course Number: 834: 601

Graduate Department of Public Administration  
The Graduate School, Rutgers University-Campus at Newark

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Description: This course will impart an understanding of the basic approaches which underlie a wide variety of explanations of structure and behavior in complex organizations, particularly public organizations.

Books:

Note: Other required readings, such as journal articles, are listed below within sections of the course. Some books below may be out of print; in that case, we will use selections from the *Classics* or Xerox copies.

Allison, G. (1998) *Essence of Decision: Explaining the Cuban Missile Crisis*. Little Brown, Boston.

Barnard, C. I. (1938) *Functions of the Executive*. Harvard University Press, Cambridge, Massachusetts.

Downs, A. (1967). *Inside Bureaucracy*. Little, Brown, Boston.

Lipsky, M. (1980). *Street-Level Bureaucracy*. Russell Sage Foundation, New York.

Rabin, Jack. (1998). *Handbook of Public Administration*. 2d Ed. Marcel Dekker, Inc.

Raimes. *Keys for Writers*. Houghton Mifflin.

Rourke, R.E. (1969). *Bureaucracy, Politics, and Public Policy*. Little, Brown, Boston.

Selznick, P.A. (1949) *TVA and the Grass Roots*. Harper and Row. New York.

Shafritz, Jay and Albert C. Hyde. (1997) *Classics of Public Administration*. Fourth Edition.

Simon, H.A. (1957) *Administrative Behavior: A Study of Decision-Making Process in Administrative Organizations*, 2nd. ed. Free Press, New York.

Waldo, D. (1984) *The Administrative State*, 2nd ed. Holmes and Meier, New York.

#### Requirements

Students are expected to:

- attend all classes on time
- complete all assignments on time
- make active contributions to class discussions
- submit work of doctoral-level quality.

#### Grading Weights:

- class participation/contributions to discussion: 20%
- short analyses and diagrams: 20%
- final exercise: 10%
- term paper: 25%
- library research exercise: 10%
- publication project: 15%

Assignments:

--Short Analyses: At each class, submit a conceptual critique of 500-750 words based upon the readings as covered in the prior class discussion, plus a one page conceptual diagram of the readings due for that class. The diagram should illustrate your view of the pertinent reading material. Critique (do not merely summarize) the literature in terms of its applicability to contemporary problem solving in the public sector. On the first page, list all readings which you have completed for that section.

--Final Exercise: Overview of the course.

--Term Paper: Select one aspect of the course and explore the theses of relevant authors in depth. The paper should indicate your mastery of the literature. Due at class 11. Minimum 5000 words, plus references.

- Library Research Exercise (to be assigned at class 2; due at class 6)
- Publication Project: Collaboration on publishable manuscript.

**A. Studying Public Organizations:  
Classes 1, 2, 3**

**Class 1: Introduction to Public Administration**

**Class 2: Introductory Text (TBA)  
Public Service Articles due**

**Class 3:**

**Handbook (2):** Holzer, Marc and Vatche Gabrielian, "Five Great Ideas in American Public Administration".

(1) Uveges, Joseph and Lawrence Keller, "One Hundred Years of American Public Administration and Counting "

**B. Controlling Conflicting Interests  
Class 4**

**Classics (1):** Wilson, W. (1887). "The Study of Administration." *Political Science Quarterly*, 2: 197-222.

**Classics (2):** Goodnow, Frank. (1900) "Politics and Administration."

**Classics (3):** Taylor, Frederick (1912) "Scientific Management."

**Classics (4):** Willoughby, William F. (1918) "The Movement for Budgetary Reform in the States (1918)."

**Classics (5):** Weber, Max. (1922) "Bureaucracy."

**Classics (6):** White, Leonard D. (1926) "Introduction to the Study of Public Administration"

**Classics(7):** Follette, Mary Parker. (1926)"The Giving of Orders."

**Handbook: (3):** Robert T. Golembiewski, "Trends in the Development of the Organizational Sciences"

**Optional Readings:**

Van Riper, P.P. (1984). *The Politics-Administration Dichotomy: Concept or Reality?* in *Politics and Administration: Woodrow Wilson and American Public Administration* (J. Rabin and J.S. Bowman, eds.) Marcel Dekker, New York.

Stillman, R. (1973). "Woodrow Wilson and the Study of Administration: A New Look at an Old Essay," *American Political Science Review*, 67: 582-588.

**C. Efficient Bureaucracies: Classic Theories of Organizations and Decision Making  
Classes 5 and 6**

**Class 5:**

**Simon, H.A. (1957) *Administrative Behavior: A Study of Decision-Making Process in Administrative Organizations*, 2nd. ed. Free Press, New York.**

**Required Reading:**

**Classics (16)** Simon, H. A. (1946) "The Proverbs of Administration."

**Handbook: (4)** Denhardt, Robert: "Five Great Issues in Organization Theory"

**Class 6:**

**Allison, G. (1999) *Essence of Decision: Explaining the Cuban Missile Crisis*. Little Brown, Boston.**

**Required Readings:**

**Classics (9):** Gulick, Luther. (1937). "Notes on the Theory of Organization."

**Classics (10):** Brownlow, Louis, Charles E. Merriam, and Luther Gulick (1937). "Report on The President's Committee on Administrative Management)

**Handbook: (27):** Gargan, John J.: "The Public Administration Community and the Search for Professionalism"

**(28)** Brian Fry and Lloyd Nigro: "Five Great Issues in the Profession of Public Administration"

**Optional Readings:**

Taylor, F. (1911). *The Principles of Scientific Management*. Norton, New York.

Taylor, F. (1903) *Shop Management*. Harper and Row, New York.

Taylor, F. (1923). *Scientific Management*. Harper and Row, New York.

Gulick, L.H. and Urwick, L. (eds). (1937) *Papers on the Science of Administration*. Institute of Public Administration, New York.

Lindblom, C.E. (1959). The Science of Muddling Through, *Public Administration Review*, 19: 79-88.

**D. Human Resources: Human Relations Theory and Social Systems  
Classes 7 and 8**

**Class 7:**

**Barnard, C. I. (1938) *Functions of the Executive*. Harvard University Press, Cambridge, Massachusetts.**

**Required Reading:**

**Classics (11):** Barnard, Chester. (1938) "Informal Organizations and Their Relation to Formal Organizations.

**Classics (21):** McGregor, Douglas (1957) "The Human Side of Enterprise"

**Handbook: (9)** Joseph Cayer: "Public Personnel and Labor Relations"

**Class 8:**

**Selznick, P.A. (1949) *TVA and the Grass Roots*. Harper and Row. New York.**

**Required Reading:**

**Classics (12):** Merton, Robert K. (1940) "Bureaucratic Structure and Personality."

**Classics (14):** Maslow, A.H. (1943) "A Theory of Human Motivation"

**Handbook: (10)** Luther Carter: "Public Personnel Administration in the 20<sup>th</sup> Century"

**Optional Readings:**

Roethlisberger, F.J. and Dickson, William J. (1939). *Management and the Worker*. Harvard University Press, Cambridge, Massachusetts.

Roethlisberger, F. J. (1941). *Management and Morale*. Harvard University Press, Cambridge, Massachusetts.

Argyris, C. (1973). Some Limits of Rational Man Organizational Theory. *Public Administration Review*, 33: 253-267.

Argyris, C. (1973). Organization Man: Rational and Self-Actualizing, *Public Administration Review*, 33: 354-357.

Argyris, C. (1983). *Reasoning, Learning, and Action: Individual and Organizational*. Jossey-Bass, San Francisco.

## **E. Values, Administrative Processes and Public Responsiveness**

### **Classes 9 and 10 and 11:**

#### **Class 9:**

##### **Required Reading:**

**Classics (8):** Herring, E. Pendleton (1936). "Public Administration and the Public Interest."

**Classics (30):** Kaufman, Herbert (1969). "Administrative Decentralization and Political Power."

**Handbook: (13)** deLeon and E. Sam Overman: "A History of the Policy Sciences"

#### **Class 10:**

**Waldo, D. (1984) *The Administrative State*, 2nd ed. Holmes and Meier, New York. (or excerpt in Classics)**

**Handbook: (17):** Rosenbloom, David: "Administrative Law and Regulation"

#### **Class 11:**

**Lipsky, M. (1980). *Street-Level Bureaucracy*. Russell Sage Foundation, New York.**

##### **Required Reading:**

**Classics (32):** Frederickson, George (1971). "Toward a New Public Administration."

**Handbook: (8)** McGowan, Robert and Dennis Wittmer: "Five Great Issues in Decision Making"

##### **Optional Readings:**

Appleby, P. (1949). *Policy and Administration*. University of Alabama Press, University, Alabama.

Marini, F. (ed.) (1971). *Toward a New Public Administration: The Minnowbrook Perspective*. Chandler, Scranton, Pennsylvania.

Frederickson, H.G. (1976). The Lineage of New Public Administration, *Administration and Society*, 8: 144-174.

Wildavsky, A. (1979). *Speaking Truth to Power: The Art and Craft of Policy Analysis*. Little, Brown, Boston.

Wamsley, G., et. al. (1984). The Public Administration and the Governance Process: Refocusing the American Dialogue, *Dialogue*, 6(2): 1-17.

## **F. Public Choice Theory**

### **Class 12**

**Downs, A. (1967). *Inside Bureaucracy*. Little, Brown, Boston.**

##### **Required Reading:**

**Classics (34):** Pressman, Jeffrey and Aaron Wildavsky. (1973). "Implementation."

**Handbook: (26):** Ostrom, Vincent: "Some Developments in the Study of Market Choice, Public Choice, and Institutional Choice"

##### **Optional Readings:**

Ostrom, E. and Ostrom V. (1971). Public Choice: A Different Approach to the Study of Public Administration, *Public Administration Review*, 31: 203-216.

Ostrom, V. (1974). *The Intellectual Crisis in American Public Administration*. University of Alabama Press, University, Alabama.

Golembiewski, R.T. (1977). A critique of "democratic administration" and its supporting ideation, *American Political Science Review*, 71: 1488-1507.

Ostrom, V. (1977). Some Problems in Doing Political Theory: A Response to Golembiewski's "Critique." *American Political Science Review*, 71: 1508-1525.