



Department of Political Science and
Criminal Justice

*Master of Public Administration
Program*

POLS 7220, Section A
Politics and Bureaucracy
Fall Semester 2006
M 7:05-9:55 p.m.

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Purpose

In 1887, an obscure political science professor named Woodrow Wilson wrote what became a celebrated essay, now recognized as the origin of the academic discipline of public administration. In this essay, the future president defined public administration as an activity separate and distinct from politics. This approach--the "politics-administration dichotomy"--held that "politics" has no place in the practice of public administration.

This course is an exploration of the political nature of public service whose existence Wilson denied (although he later had second thoughts!). Inevitably, government administrators create public policy, adapt to partisan divisions, and compete for resources and power within the constitutional framework of the separation and division of powers. We will evaluate the political nature of public administration from several perspectives as reflected in the following schedule.

Prerequisite

In order to take POLS 7220, you must have been admitted to the M.P.A. Program. In addition, the prerequisite for POLS 7220 is POLS 7200, "Seminar in Public Administration." If you have not completed POLS 7200 or secured the permission of the M.P.A. Program Director, then you should drop this course and try to enroll in a course whose prerequisites you have completed.

Learning Objectives

- Know the sources of power available to public administrators.

- List and describe the various kinds of government departments, agencies, commissions, and corporate forms.
- Understand the political interrelationships that permeate government.
- Understand the peculiar processes and behaviors that obstruct efficient government operations.
- Understand the interrelationship between government and citizens.

Course Requirements

1. REQUIRED READINGS

Two books and one case-study collection are required for purchase by all members of the class. They are:

Seidman, Harold. *Politics, Position, and Power: The Dynamics of Federal Organization*. 5th ed. New York: Oxford University Press, 1998.

Van Horn, Carl E.; Baumer, Donald C.; and Gormley, William T. Jr. *Politics and Public Policy*. 3d ed. Washington, D. C.: CQ Press, 2001.

POLS 7220 Case-Study Collection. North Georgia College & State University, Fall Semester 2006 (available from the instructor).

Study the required readings in advance of the respective class sessions for which they are assigned. The readings deserve careful study; the details of the assigned cases should be mastered in order to facilitate your participation in class discussions. Read the case in advance of the class of the date listed above the name of the case.

2. WRITTEN ASSIGNMENTS

There are lists of questions relating to two of the assigned cases which should be answered so that the answers may be submitted in writing at the beginning of the class on Monday, October 2, and Monday, November 6. See the "Schedule of Reading Assignments," which appears later in this syllabus, for instructions about the specific questions to be answered.

On Monday, October 2, written answers to the questions related to the case entitled "Sears Roebuck and Company versus Attorney General of the United States" should be submitted. On Monday, November 6, written answers to the case entitled "Citizen Participation in Oxford" should be submitted.

Answers must integrate concepts contained in the readings in the Seidman and Van Horn books! It would be difficult to address the salient issues in these cases in less than six pages of double-spaced typewritten text or the equivalent in legible handwriting. Late papers will not be accepted.

A research paper, which in this course serves the purpose of the final examination, will be due on Monday, November 27.

You should select a governmental agency at any level of the United States governmental system, and describe the political relationships and activities which permeate the agency's processes and functions. Again, *papers must successfully integrate the readings in Seidman and in Van Horn and the material discussed in class.* The component of the research paper relating to the specific agency must be based on and must make specific reference to original agency sources and/or to literature of political science (i.e., your textbooks, lecture notes, monographs, articles in political science journals, etc.). Papers which do not conform to the stated objective of the assignment will either receive a failing grade (possibly as low as a zero) or will be rejected. At least 15 pages of double-spaced typewritten text would be a normal length. A penalty of 5 percentage points will be assessed for late papers for each day or part thereof that they are late; after Monday, December 4, the paper will receive a score of zero.

APA style is required (except for students who were enrolled in the M.P.A. Program in the fall semester of 2003; students who are "grandfathered" are still required to use a style manual properly). Students who are required to use full-blown APA style are advised to obtain a copy of the style manual. It is available, for example, at this Web site:

<http://www.apastyle.org/pubmanual.html>

A really helpful resource is the accompanying software to the APA style manual. The software is available by direct download or by purchase of an actual CD-ROM. *I strongly advise the purchase of the CD-ROM rather than the direct download.* The software is available, for example, at this Web site:

<http://www.apastyle.org/stylehelper/>

Failure to use APA style properly will result in a penalty of up to 20 points (the average penalty will probably be 10 points). Please refer to the Web page at this URL address for more information:

<http://www.NGCSU.edu/bdf/MPAprog/APAmd.htm>

Please place a staple (no paper clip) in the upper-left corner of each written assignment. Submit *two* hardcopies. Do not submit any report covers or manila folders.

Dr. Donna A. Gessell, associate professor of English, offers the following guidance on organizing and developing a composition effectively:

These three components should be the basis of every written composition:

- **Assertion**
- **Evidence**
- **Evaluation**

- The **assertion** clearly states the argument, problem, or thesis.
- The **evidence** provides specifics to argue the assertion, solve the problem, or answer questions about the thesis.

The nature and use of evidence varies from discipline to discipline; however, in any discipline, presenting evidence should include *more than making a list*. Lists do not show the relationships among ideas. To show relationships and make the writing more effective, *evidence must be organized logically*.

- The **evaluation** is the part of the writing that expresses its importance. It contextualizes the argument by answering the "so what?" question. It explains why the writing is important and what's at stake.

Furthermore, the evaluation shows **critical thinking** because it relates the parts to the whole and shows the bigger picture. Without critical thinking, a writing assignment is merely an exercise in proving a point, without explaining why it might be important or how the piece of writing fits into a larger whole.

Assertion, evidence, and evaluation provide structure for the larger piece of writing as well as for each paragraph. Evidence without evaluation is not nearly as persuasive as evidence that is connected to the larger piece by evaluation.

In evaluating your compositions, your instructor will evaluate whether it makes sense in these terms:

- Is it clear?
- Does it fully develop ideas?
- Does it satisfactorily link ideas?

Students can learn to write more effectively at the NGCSU Writing Lab. Tutoring can help students at all levels in every discipline. Few of us send out our own writing that has not been read by someone else. At the NGCSU Writing Lab, trained peer tutors help students at any point in the writing process—prewriting, writing, and rewriting. While tutors will not correct or edit writing, they will make suggestions to make the writing communicate more effectively.

3. ATTENDANCE AND PARTICIPATION

Class participation is a vital requirement of the course; therefore, attendance at all sessions is necessary. You are considered responsible for being attentive to lectures and class discussions, for taking notes, and for being aware of the content of all class announcements. Please take note of the university's policy on "Class Attendance" (2006-2008 *Undergraduate Bulletin*, p. 72) which is incorporated herein by reference. A student who accumulates more than two unexcused absences on this one-session-per-week schedule can expect to receive a "W" or "WF", or to sustain a reduction in the course grade.

One or more written make-up assignments will be required in the event that a student misses an accumulated total of three sessions or the equivalent, even if the absences are excused. The course grade will be reduced, with a failing grade being possible, if such make-up assignments are not submitted to the satisfaction of the instructor. Where absences can be anticipated, properly documented advance notice to the instructor is required.

Class participation and proper conduct are both expected, and will determine 20 percent of the course grade. As stated in the "Regulations of the M.P.A. Program," the participation requirement is based on this policy:

In most classes, it is improper for a student to be a passive spectator in class sessions. M.P.A. students are expected to be active participants in the proceedings of their classes. Contributions to class discussions are vital to the experience of graduate study in public administration and enhance the value of the program for all students enrolled in it.

Accordingly, the score for participation and conduct will involve these considerations: (1) ability to cite and interpret readings assigned for homework, (2) contribution to collective problem-solving processes, (3) demonstration of adaptability in coping with new situations, and (4) ability to support and enhance the value of the work of peers.

4. OTHER REQUIREMENTS

a. Other controlling documents. All of the rules, regulations, and standards published in the undergraduate and graduate bulletins of North Georgia College & State University and the "Regulations of the M.P.A. Program" are incorporated by reference in this document.

b. Academic Integrity Policy. NGCSU's integrity code--"On my honor, I will not lie, cheat, steal, plagiarize, evade the truth, or tolerate those who do"--reflects the university's commitment to academic integrity. The "Academic Integrity Policy" (2006-2008 *Undergraduate Bulletin*, pp. 81-84) is incorporated herein by reference. Please note that in this course, as in all others at NGCSU, plagiarism and other forms of cheating are expressly prohibited. Any student who commits plagiarism or cheating may receive a reduced grade, which may involve a failing grade, and his or her matriculation in the M.P.A. Program may be terminated by the M.P.A. Advisory Committee. A report of the incident will be provided to the university's Academic Integrity Council. The council and the vice president for academic affairs may take additional action, which may include a formal reprimand, probation, suspension, or expulsion.

c. Accommodations for disabilities. North Georgia College & State University is committed to equal access to its programs, services, and activities for people with disabilities. If you believe that you have a disability requiring an accommodation, reasonable prior notice needs to be given to the instructor and the Office of Student Disability Resources. In this case, contact Elizabeth McIntosh, coordinator of student disability resources, at Barnes Hall, Room 122 (706-867-2782).

d. Course grades. Course grades are available on BANNER Web 2000 within about two days of the end of final examinations. Except in emergency situations, please do not request grades by telephone, E-mail, or similar method.

Course Grades

Grades will be determined in this manner:

Answers for First Case (October 2)	15%
Answers for Second Case (November 6)	20%
Research Paper	45%
Class Participation	<u>20%</u>
Total	100%

Schedule of Reading Assignments

<u>Day</u>	<u>Date</u>	<u>Topic</u>	<u>Readings</u>
M	Aug. 28	Introduction	VBG 1-26
		History and Purposes	S 161-176, 187-196, 206-213
M	Sep. 4	No Class - Labor Day	
M	Sep. 11	History and Purposes	VBG 271-298
		<u>Case</u> : "William D. Ruckelshaus and the Environmental Protection Agency" (in case-study collection)	
		1. What are the basic problems and opportunities facing the EPA?	
		2. What are the EPA's potential sources of success?	
		3. Where could it get into trouble?	
		4. What sequence of steps would you recommend to Mr. Ruckelshaus?	
M	Sep. 18	Bureaucratic Power	VBG 27-56
		Bureaucratic Power	
		<u>Case</u> : "The Day They Shut Down Birmingham" (in case-study collection)	
		1. Who are influenced by the expertise possessed by the EPA to take decisive action? How can you tell? Do you think that this faith is justified? Who are unpersuaded by the EPA's expertise?	
		2. Did EPA have alternatives by which it could have dealt differently with Birmingham? If so, why did EPA forgo the opportunity to use them?	
		3. Could EPA have done something in advance to prevent the crisis of November 1971? Explain.	
		Bureaucratic Power	VBG 57-88

M Sep. 25 Bureaucratic Power

Case: "The Power of Bureaucratic Routines: The Cuban Missile Crisis" (in case-study collection)

1. How and why do the president's objectives and priorities and the Navy's objectives and priorities conflict? Whose objectives and priorities might you prefer before the fact?
2. Look closely at the exchange between Secretary McNamara and Chief of Naval Operations Anderson. What were their motivations? With whom do you sympathize?
3. If you were Secretary McNamara, how would you respond to Anderson's suggestion to "go back to your office"?

Business Regulation VBG 89-120
S 96-109, 183-187

M Oct. 2 *Class begins at 7:35 p.m.*

Business Regulation VBG 299-338

Case: "Sears Roebuck and Company versus Attorney General of the United States" (in case-study collection)

1. What motivates Sears to challenge the government judicially? Do you believe Sears had exhausted its administrative remedies?
2. Do you believe that the actions of the government agencies involved were inconsistent and/or heavy-handed?
3. What do you think about Sears's assertion of a "right to comply"? Is there such a right? Is this the real issue?
4. Evaluate the forms of relief sought by Sears (p. C10). If you were the judge, would you grant them?
5. Do you agree with the attorney general that the case is neither ripe nor "justiciable"?

M Oct. 9 Relationships with VBG 157-182
the Presidential S 53-68
Establishment

Relationships with VBG 182-192
the Presidential
Establishment

Case: "The Evolving Relationship Between the White House and the Department of Defense in the Post-Imperial Presidency" (in case-study collection)

1. Why were presidents able to dominate the military from 1947 until 1970? What circumstance seems to have shifted the balance of power in 1970?
2. Describe the ways in which presidents were able to demonstrate their pre-1970 power over the members of

the Joint Chiefs of Staff. Describe the ways in which the Joint Chiefs have been able to exert their influence since 1970.

3. What have presidents done since 1970 to minimize their embarrassment at, and inconvenience caused by, the recalcitrance of top-ranking military officers?

M Oct. 16 ADVISEMENT FOR SPRING SEMESTER
Relationships with S 203-206
State Governments

Case: "Going Nowhere--A Story of Transitory Madness" (in case-study collection; use questions for discussion on p. E1)

Case: "Bureaucracies as Constituencies: The Adoption of General Revenue Sharing" (in case-study collection)

1. How has the power* of the national government been increased or decreased by the programs generated in the field of intergovernmental relations?
2. How has the power* of state and local governments been increased or reduced by these programs?
3. How has the power* of the national government *relative to the state governments* been increased or reduced because of the character of intergovernmental relations?
4. How has the power* of public administrators *relative to legislators* been increased or reduced because of the programs generated in the field of intergovernmental relations?
5. How has the power* of generalist-type administrators *relative to specialist-type administrators* been increased or reduced because of the programs generated in the field of intergovernmental relations?

* Reinterpret this term as "authority" or "influence" if you prefer.

M Oct. 23 PREREGISTRATION FOR SPRING SEMESTER
Relationships with VBG 121-145
Congress S 27-53

Relationships with VBG 145-156
Congress

M Oct. 30 Relationships with VBG 193-230
Congress and the
Judiciary

Case: "Jamie Whitten, Permanent Secretary of Agriculture" (in case-study collection)

1. What do we learn about the relationship between a

- congressional committee chairman and the department that his/her committee oversees?
2. Whose interests is Whitten protecting?
 3. How do we place Whitten's extraordinary power over the Department of Agriculture in the democratic and constitutional context? Is it democratic? undemocratic?
 4. What do you do if a legislator asks you to suppress a study politically embarrassing to his/her jurisdiction?
 5. Should we change the relationship between Congress and executive agencies? How?

Clientele VBG 231-250

M Nov. 6 Clientele VBG 250-270

Public Participation

Case: "Citizen Participation in Oxford" (in case-study collection)--prepare written answers to the four questions at the end of the case

Bureaupathologies S 117-141

M Nov. 13 ADVISEMENT/REGISTRATION FOR SUMMER AND FALL Bureaupathologies

Case: "For the Birds: Environmental Policy, Intergovernmental Relations and Policy Implementation" (in case-study collection)

Question: How do we account for the interminable delays in getting decisive action on the blackbird problem?

Bureaupathologies

Case: "Vietnam Cover-Up: Playing War with Numbers" (in case-study collection)

1. What benefit is expected by the military in covering up Sam Adams' data? What benefit is expected by the CIA?
2. What motivates Sam Adams?
3. Where does the government's right to classify information for security reasons end?

M Nov. 20 Bureaupathologies

Case: "Dumping \$2.6 Billion on Bakersfield" (in case-study collection)

1. What does the method by which HEW officials awarded the \$2.6-billion grant tell you about their perception of the program's and the department's objectives?
2. What does the reaction of the Bakersfield groups tell you about their attitude toward the federal grant program?
3. If you were secretary of HEW, what would you do to

prevent a recurrence of this embarrassing situation?
What factors might prove to be barriers in preventing such a recurrence?

Ethics

M Nov. 27 **RESEARCH PAPER DUE**

Ethics

Case: "Two Views of a Dilemma" (in case-study collection)

1. Evaluate the ethical character of the Air Force readiness reporting procedure.

Concerning the "practice letter":

2. What, in your opinion, is Col. Jones' objective?

3. What options are available to Col. Jones?

4. Evaluate the decision to send the letter as is:

◆ Will the letter be effective toward satisfying Col. Jones' objective?

◆ Is Col. Jones' action in sending it an act of disloyalty to the Air Force?

◆ Does Col. Jones have an obligation to blow the whistle? If so, to whom does he have the obligation (i.e., who will benefit from the sending of the letter)?

5. Evaluate other alternatives and, after comparison of all options, advocate the one you deem most appropriate.

Assuming that the letter has been mailed and the allegations have been verified:

6. What should Assistant Secretary Davis do about the conduct of the Air Force?

7. What should Davis do with respect to Col. Jones?

Ethics

Case: "A Moral Dilemma" (available on reserve; questions are at the end of the case)

M Dec. 4 **DISCUSSION OF RESEARCH PAPER**

Organization S 3-26, 197-202

Case: "The Creation of the Department of Education in 1979" (in case-study collection)

1. Before the creation of the U. S. Department of Education, it could be said that the United States was the only industrialized nation whose national government had no centralized Ministry of Education to control the country's education system. Do you think that the United States was *still* the only industrialized nation that lacked such an institution even after the creation of the Department of Education? Or does the department fulfill that function?

2. List Jimmy Carter's plausible reasons for advocating the creation of a Cabinet-level Department of Education during his 1976 presidential campaign. Which do you think are most likely to have been the real motivations? Why?
3. How might the creation of a Cabinet-level Department of Education affect the balance of power over educational programs between the national government, on one hand, and state and local governments, on the other?
4. Review the purposes that Congress enumerated in the Department of Education Organization Act (p. L8). Do you think that the act had the potential to fulfill these purposes? Why or why not?
5. Explain why the National Education Association was advocating creation of the department while the American Federation of Teachers was opposing it.
6. Why did some colleges fear that the Department of Education might imperil academic freedom?
7. Why would President Reagan want to dismantle the department that his predecessor established?

Reorganization S 68-95, 110-116, 217-221

Reorganization

Case: "The Politics of School Reform in Rochester, New York" (in case-study collection)

1. Did the innovative reorganization of the school system to place the community school councils (CSCs) in a decision-making capacity resolve the demands of the residents for an affirmative commitment to integration? Why or why not?
2. Why did the establishment of the CSCs create exaggerated expectations in the minds of the representatives from the community groups (especially the FIGHT organization)?
3. Why did the Rochester Teachers Association and other professional groups react as they did to the new arrangements?
4. What do the answers to Questions 1, 2, and 3 tell us about the capability of a reorganization or reform plan to satisfy the various parties who have a stake in a government system?
5. Use Question 6 in the case-study document.

QUESTIONS FOR THE M.P.A. COMPREHENSIVE EXAMINATION

1. Which officials of the U. S. national government may the

president appoint with the consent of the Senate? without consent? Which officials may he remove? Which may he not remove? Why?

2. What were the advantages and disadvantages of the spoils system?
3. What are the clientele-oriented departments? What has encouraged the development of such departments?
4. Why does the president need an Executive Office of the President? Can't the departments assist him sufficiently? Explain the phenomenon of "going native."
5. Do Cabinet members have power? Explain.
6. Discuss the following sources and kinds of power available to public administrators: information, implementation, discretion, expertise, clientele.
7. What is the role of professions in government? What professions have been nurtured by government?
8. Do high-level political appointees tend to be qualified for their jobs? How long do they typically serve? Do they accumulate much expertise?
9. What was the original motivation for the creation of *independent* regulatory commissions? What was the Brownlow Committee's comment about IRCs? What is "clientele capture"?
10. Explain "administrative law." Which federal statute is the most prominent basis for U. S. administrative law? What are some of the rights that are provided to regulated parties?
11. What complaints do businesses have about regulatory agencies? Evaluate these complaints.
12. Why and how does the U. S. Congress do "oversight"?
13. Historically, what role has Congress occupied in public budgeting? in managing the economy?
14. What do members of Congress do to get reelected? What effect do these actions have on public policy? Do reelection-oriented strategies work?
15. Is Congress bureaucratized? If so, how?

16. In what ways have the federal courts legitimated administrative power? In what ways have they impeded or complicated the administrative process?
17. Explain the defiance of public administrators toward presidential orders. What are the "Inner Cabinet" and the "Outer Cabinet"? What can a president do to extract compliance?
18. According to Terry Sanford's "picket fence" metaphor, what relationships did federal and state/local public administrators have in intergovernmental relations?
19. Discuss the rules and dynamics of entitlements and other forms of largess.
20. What influence do interest groups have in public policymaking? How do interest groups relate to federal agencies?
21. Discuss these bureaupathologies: conservatism, persistence, growth, territoriality, red tape, secrecy, waste, paperwork, and redundancy and duplication.
22. Compare and contrast the deontological and teleological approaches to ethics.
23. What did Milgram's experiment at Yale University reveal about obedience to authority?
24. When should one "blow the whistle"? Why should one carefully evaluate the possible ramifications of whistleblowing before publicizing a complaint or accusation?
25. Why is the organization of the executive branch significant in the outcome of public activity?
26. Why does the executive branch attempt to reorganize? How does Congress usually respond?
27. Explain "privatization."

Vocabulary

Parkinson's Law	Administrative Procedure
Freedom of Information Act	Act
Government in the Sunshine	Brownlow Committee
Act	Utilitarianism