Course 209 is designed for three primary objectives: (1) to develop an acquaintance with literature on administrative thought, (2) to promote an awareness of the relationship between theory and practice, and (3) to help the student develop his own philosophy of administration.

(1) The course has been organized on the basis of a classification of "approaches" to the subject. The selection of literature is not intended to assign the author to a particular school of thought. Rather the purpose is to illustrate or elucidate features of the various approaches.

(2) Two books are designated as "texts" in the course. Both are designed to explain the administrative operations of social organizations in general, although the primary interests of the authors lie in the field of public administration. Pfiffner and Sherwood have summarized and interpreted concepts and analyses developed by leading writers from business and public administration and the general area of the behavioral sciences. Views of the authors developed through their analyses of other works and their definitions of terms. March and Simon, on the other hand, emphasize a particular conceptual approach. They concentrate on the area of decision making and on propositions relating to behavior in organizations. The Bobbs Merrill reprints will provide a common selection of readings from professional journals.

(3) To a large extent the location and selection of outside reading materials will be a responsibility of the individual student. Books and magazine articles on the several topics are not available in sufficient numbers to provide common reading materials for the entire class. However, a selected list of recent books on public administration and on closely related topics will be made available.

(4) To promote an awareness of relationships between administrative thought and administrative practice a few case studies will be assigned and discussed. These discussions will concentrate attention in each case on selected theoretical concepts.

(5) A somewhat incidental yet important objective of the will be to provide experience in organization and concise presentation of analytical papers. Each student will be required to prepare short written report on specific topics.

For each of the topics listed in the schedule the citation of the reading assignments is followed by three or four "discussion questions." These questions are in no way intended to limit the scope of the discussions. Their primary purpose is to suggest take-off points for discussion. In some instances they may be followed closely; in other instances the instructor or the class may see fit to ignore the questions and take the discussion into other fields of inquiry.
In recent years a few administrators and writers on administrators and writers on administration have argued that "administration is administration" regardless of the subject matter field or the institutional setting. A number of schools of business and public administration have established at least a partial integration of course work in the two fields. Articles in the magazine, Administrative Science Quarterly, published by Cornell University, reflect the idea of common educational preparation. Both texts deal with the subject in a generic sense rather than as a branch of government.

Publications on the theoretical aspects of business administration are numerous, and a number of them will be drawn upon for general readings in this course. Sociologists and psychologists have also entered the field, under the general heading of behavioral science and organizations. Writers in public administration have drawn extensively upon both of these fields.

But there are other fields of professional education in which the study of administration plays an important role. Among these areas of study are educational administration, public welfare administration, public health administration, hospital administration, and the administration of religious institutions, not to mention the vast field of military administration. An attempt will be made during the semester through individual or small group studies and reports, to answer the questions: (1) What are the basic administrative theories on which students are trained for these professions? And (2) What have the writers in the fields contributed to the study of general administration?

The student is warned to be alert to the importance that definitions play in much of the literature on organizations and administration. A few writers even convey the impression that the meaning of the words can be discovered by scientific research. Definitions are vital to the understanding of concepts and relationships; but we must remember that the test of a definition is its usefulness in communication, and for research purposes, in conceptual classification. Except as usage makes it so, there is no true or false definition. Words are needed as labels for new concepts, yet the redefinition of words commonly used in literature of law and administration may produce confusion rather than clarification. A need of public administration as a scientific discipline is more collective agreement on the definition of common terms such as authority, power, responsibility, decision, and even administration.

Leading Textbooks on Public Administration

Although there were earlier books on municipal administration and more general textbooks on government that included chapters on administration, the first textbook on public administration was written by Leonard D. White and published in 1926. While the book dealt with all branches of administration, a large proportion was devoted to personnel administration. Professor White wrote three later revisions of his textbook (1939, 1948, and 1955). The student might find it interesting to inquire into the evolution of the subject as reflected in Professor White's revisions. In any case one should read the preface to the first edition, which is reprinted in all later editions.

In 1927, W.F. Willoughby published a classic Principles of Public Administration. Willoughby's book was broader in scope than White's, dealt with the subject in a more prescriptive manner, was more theoretical, and more provocative. While the present day administrator might find more value in devoting his limited time for study to more recent works on the subject, the academic student of public administration should consider some acquaintance with Willoughby's book a must on his reading list.

As courses in public administration became common at colleges and universities more textbooks made their appearance. Following is a list of the leading texts and a brief comment on each.

1935 -- John M. Pfiffner, Public Administration. The first edition followed the general pattern of White and Willoughby, but took advantage of new literature in the field. A revised edition of Professor Pfiffner's book appeared in 1946; and in 1953 and 1960 R. V. Presthus joined him as co-author. In
general the shift has been in the direction of
increased emphasis on human relations techniques
and the dynamics of organization.

1937 -- Harvey Walker, **Public Administration in the United**

**States.** Intended as an introductory text adapted
to the "functional approach" to political science,
the book was more elementary than earlier texts and
was devoted largely to descriptions of methods
of administering different public services.

1939 -- Professor White's 2nd edition drew heavily upon
the Report on the President's Committee on
Administrative Management (1937), and on the publication by Luther Gulick and L. Urwich, listed below.

1946 -- Fritz Morstein Marx (ed.,) **Elements of Public**

**Administration.** Although published for text
purposes, this book is actually a symposium, with 14 authors all of whom
had served in some capacity
with federal government agencies during wartime.
The chapters reflect a new recognition of the impact of politics upon
administration, and a new approach to
problems of management. The student should note the
marked shift in the topical outline from the standard approach
of earlier texts. Being a symposium, the book lacks
the logical development of other texts, there is a substantial
amount of repetition and some conflict of opinion, and the chapters vary
widely in quality. A revised edition was
published in 1959, but changes were of minor significance.

1946 -- Pfiffner published his second edition.

1948 -- White published his third edition. Most
significant changes were the New Part III
on "The Dynamics of Administration" (leadership, planning, coordination, public relations organization and methods).


This first British text is essentially a descriptive survey of the subject, designed to concentrate attention on the specialized administrative aspects of government as distinguished from the broadly political approach that characterized the literature published in Great Britain.


This book may be described as somewhat of an encyclopedia, with emphasis on a descriptive approach and on the national government. In general outline it is similar to the early books by White and Pfiffner. One does not find it in a provocative theoretical approach to the subject.

1950 -- Herbert A. Simon, Donald W. Smithburg, and Victor A. Thompson, Public Administration. Here was a completely new approach to the subject as far as textbooks are concerned, although Simon had already published his Administrative Behavior, and the fascinating book by Chester I. Barnard, The Function of the Executives, (1938) had finally been found by political scientists. Professor Simon and his co-authors dealt with the subject as a "behavioral science" and seemed to take pleasure in criticizing earlier "myths" of public administration. Unfortunately their emphasis on behavior of people in organized activity seemed to leave no room for the subject of financial administration, despite the fact that a knowledge of financial problems is considered essential to the administrator. Nevertheless, anyone who reads two textbooks on public administration should make this one of them.

1951 -- James C. Charlesworth, Governmental Administration.

Here is another new approach to the subject, plan of White and Pfiffner. Whereas Simon and his co-authors assumed the air of scientists explaining how people behave in organized activity, Charlesworth is the experienced fatherly advisor who tells how the rising administrator should operate. Portions of the book are worthy of everyone's example, of procedure analysis and improvement, contributions to a theory of public administration.

1953 -- Marshall E. Dimock and Gladys Ogden Dimock, Public Administration, another newcomer among the general American text on the subject and also relatively incomplete. The writers attempted to draw upon the cases published by the Inter-University Case Program and adding their own comments on the cases. The purpose of the case approach was defeated, however, by the to give answers. Later revisions of this book will be noted below.

John D. Millett, Management in the Public Service.

This textbook, used in the first semester course, makes important contributions to the subject of public administration, although, as the title indicates, the emphasis is on the management given to underlining theoretical concepts. The author rejects the idea of divorcing the study of problems and techniques. Considerable attention is paid to underlying political and ethical norms.
1953 -- E.N. Gladden, *The Essentials of Public Administration*. This second book on the subject by the British author is designed as a supplement to *The Introduction*. While the basic concepts are drawn largely from American Texts, the application is British and the general outline is refreshing and enlightening.

1955 -- Catherine Seckler-Hudson, *Organization and Management: Theory and Practice*. Written as a text for students of management rather than of general public administration, this book is included in the list largely because of its approach to the subject. "Here one finds a series of propositions, somewhat in keeping with Willoughby's idea that "there are application." A student of administration may find author's explanation of them.

1955 -- Edwin O. Stene and Associate, *Public Administration* descriptive of the organization and the operations evaluations and theoretical undertone are essentially American.

1958 -- Dimock, Dimock and Louis W. Koenig, *Public Administration* of case summaries included in the 1953 edition have been accordingly. considerable emphasis has been given reader may not be fully satisfied with the opening up new approaches to general administrative theory. The subject is covered in another

1959 -- John D. Millett, *Government and Public Administration*. Written as a companion tot he the same author's *Management in the Public Service*, this book deals with the ways by which the political organs of government control the bureaucracy.

1960 -- Pfiffner and Presthus, *Public Administration* (4th ed.). In their latest textbook these authors have moved far in the direction of the behavioral approach to administration. They have expanded and have added chapters on such subjects as decision making and comparative administration. These early chapters are followed by essentially traditional discussions of personnel administration, administrative regulation and administrative responsibility.


1964 -- Dimock and Dimock, *Public Administration* (3rd ed.). length of the same extent. Reliance on literature This text is in some ways a return to the form and in business administration is notable.

In addition to textbooks there have appeared in recent years a few collections of readings on public administration. Most important among these are the following:

1937 -- Luther Gulick and L. Urwich, *Papers on the Science of Administration*, a collection of leading articles on the subject by American and European writers. Unfortunately no works by the German sociologist, Max Weber, were included.

1949 -- Albert Lepawsky, *Administration*, a collection of readings compiled by graduate students in his classes at the University of Alabama, with introductory generalizations by the author.

1951 -- Feliz A. Nigro, *Public Administration Readings and Documents*.

1952 -- Harold Stein (ed.) *Public Administration and Policy Determination*, a collection of cases on high level administration decision making.

1953 -- Dwight Waldo, *Ideas and Issues in Public Administration*, a selection of readings which brings forth opposing views on a number of aspects of administration.


1966 -- Maurice E. O'Donnell, *Readings in Public Administration*, also similar to Nigro readings.

The books and readings listed above may be classed as text materials. The most important contributions to theory of administration appear, however, in periodical literature and in technical books other than texts.

Other Selected Recent Books

The following books are among the leading non-textbook contributions to Administrative Theory. Most of these works represent developments in public administration and closely related fields. The student will also find in them references to many other research studies of importance.

1. Appleby, Paul--Policy and Administration, (1949)

   This author is often cited because of his emphasis upon the ideas that "administration is politics" and his regard for government as an art rather than as an area for scientific study.

2. Argyris, Chris--Personality and Organization (1957)

   An enlightening analysis of conflicts between organizational objective and controls on the one hand and personal needs and behaviors on the other. After enumerating and describing the individual needs and explaining how formal systems tend to suppress and frustrate these needs, Argyris suggests ways whereby management can permit the fulfillment of human needs within the organization. Note also other books by Argyris.

3. Barnard, Chester I.--The Functions of the Executive (1938)

   This book is so well known to teachers and advanced students of management that no statement needs to be made about its contents. Although written by a business executive, it is a must for any Ph.D. candidate who expects to claim a general acquaintance with public administration.


   Drawing upon Max Weber's definition of bureaucracy, the author of this short discourse describes characteristics and tendencies of bureaucratic organization, and he points out how some of the pathological tendencies of bureaucracy may be avoided. He draws heavily upon his earlier research study entitled The Dynamics Of Bureaucracy (University of Chicago Press, 1955).


   A definition of concepts of formal organizations and analysis of their general characteristics. Basic ideas similar to the other works by Blau.

Written as an account of the author's experiences as director of a wartime government agency, this book presents general propositions and ideas in the setting of common features of public and business management.

7. Dimock, Marshall--A Philosophy of Administration (1958)

The author emphasizes the need for personalized vitality to offset weaknesses of the formalized bureaucracy. He addresses this work to the individual rather than to the system. Dimock's Administrative Vitality presents essentially the same basic ideas.


Written essentially as a case report of behaviors and relationships observed in business firms, Dalton's work presents much that is important to an understanding of problems that arise in governmental bureaucracies. His accounts of the struggles between staff and line are particularly significant.


A discussion of O and M experiments of procedures in the U.S. Patent Office, with his own general conclusion related thereto. Note also other publication by Galembiewski.

10. Frank J. Goodnow--Politics and Administration (1900)

A source often cited--but not fully explained--as a classic example of the distinction between administration and politics.

11. Gross, Bertram M.--The Administrative Struggle (1964)

An encyclopedic survey of concepts and theories of administration, with emphasis on the behavioral approach.

12. Leighton, Alexander--The Governing of Men (1945)

Written as an account of events that led up to an uprising of internees at a Japanese relocation camp, and generalizations drawn from observations of that experience, the book provides thought provoking challenges to any person in a responsible management position.

General conclusions drawn from research studies conducted by the Institute of Social Research of the University of Michigan, with particular attention to management systems.


Designed for the executive who wishes to make use of empirical research and models in organizational planning and decision making.


An attempt to apply the models of two theories of management which he calls "Theory X" and "Theory Y".


With an emphasis on descriptive generalization, this work draws upon history to explain variations among bureaucracies. The author assigns greater significance than most writers to the continuing processes of administration.

17. Peabody, Robert L.--Organizational Authority (1965)

An account of superior-subordinate relationships in three public service organizations.

18. Presthus, Robert--The Organizational Society (1962)

The student will note the several attempts of writers to present general analyses of organizational theory. Whereas Pfiffner and Sherwood sought to summarize and interpret literature on the subject, Presthus seeks rather to present his own analysis, though he draws heavily upon the works of selected authors.

19. Redfor, Emmette S.--Ideal and Practice in Public Administration (1958)

Like the Morstein Marx book, this one deals strictly with public administration. It shows the relationships between the ideals of efficiency, rule of law, responsible competence, democratic control and the public interest on one hand and the practices in the administration of government affairs on the other.

20. Selznick, Philip--Leadership in Administration (1957)

This author takes the view that the functions of true leadership are to set the tone and preserve the atmosphere and mission of the organization, not to direct and control the day-to-day operations.

A shorter work which draws upon the findings reported in Management and the Worker by Roethlisberger and W.J. Kickson, this book emphasizes the importance of a human relations approach to management.


The first of a series of challenging books written by a man who is recognized as a leading theorist in administration. As the title suggests, the object is to explain human behavior in organized undertakings. An important feature of this book is its challenge to the "classical" theory of administration. (Note also the book by March and Simon, Item 9 above.)  

23. Taylor, Frederick W. -- Principles of Scientific Management (1911).  

While not a recent work, this book by the "original efficiency expert" should be familiar to every student of administrative theory. In recent years his concept of functional organization has gained new supporters.


A series of papers written as a result of a seminar on the Social Science of Organization, held in 1963.  

25. Urwich, L.--The Elements of Administration (1943)  

This is not a new approach, but it represents a highly integrated rationalization of classical theory of administration. Other important monographs by Mr. Urwich are Patterns of Organization, and Notes on the Theory of Organization.

26. Waldo, Dwight--The Administrative State (1948)  

Like Herbert Simon, Waldo challenges the "classical" theory of administration, but from a different point of view. Concerned with the development of administrative theory evolved from the scientific management concepts of possibility of developing a science of administration and be attained.

Two interesting shorter books written by Dwight Waldo are Study of Public Administration (1955). Like the earlier work, current administrative State Revisited," in 25 Public Administration Review, 5-30 (1965). Perspectives in administration (1956) and the both of these present critical analyses of recent and
somewhat humorous approach to public administration, the following short works are suggested:


2. Parkinson, C. Northcote--Parkinson's Law and Other Essays (1957)

3. Upson, Lant D.--Letters on Public Administration (1947)

Several other works, such as the reports of the Michigan Institute of Social Research, studies of particular agencies and collections of speeches, are omitted here. The following names should have some meaningful significance to a student of administration theory: A.E. Buck, Henri Fayol, John M. Gaus, Ferrell Heady, Pendleton Herring, Charles Hyneman, Rensis Lickert, Edward Litchfield, Elton Mayo, Fred Riggs, Wallace Syre, and Max Weber. Still other names of important contributors will be encountered through specific assignments.

Required "Text Books"

The label of textbook may be a misnomer, since no single book covers the subject matter of the course. However, two books and a small collection of reprints will serve as the basic reading requirements for the course.

Pfiffner, John M. and Sherwood, Frank P.--Administrative Organization (Prentice-Hall, Inc.) 1960

Mouzelis, Nicos P., Organization and Bureaucracy (Aldine, 1968)


I. Brief Survey of Development of Administrative Ideas and Practice

A. Readings

Corson and Harris, Public Administration, Ch. I

Gladden, Essentials of Public Administration, Chs. 2 (Development of Techniques) and 3 (History of the Official)

Mill, John Stuart, Representative Government (Original 1861) Ch. 14 (The Executive)

Waldo, Dwight, The Study of Public Administration, Ch. 1

Waldo, Dwight, The Administrative State, Chs. 1-3.

Goodnow, Frank J., Politics and Administration (1900), Ch. 4
B. Some Initial Thoughts

"Administration is the comprehensive effort to direct, focused toward some specific ends or aims." Orway Tead, definitions and distinctions, pp. 101-103).

"The causes out of which we have made 'the nature of the premises of reasoning whose conclusions represent the short, merely a device permitting us to substitute for causation which we desire." Jacques Rueff, From the Physical to the Social Sciences (John Hopkins Press) (1929) p. 59.

"Administration, it seems to me, encompasses the management of resources utilized in the operation of an enterprise and the techniques of direction necessary to insure that the operation of an enterprise realize their intended output." John D. Millett, "Enterprise--Operations and Administration," 27 Public Administration Record 421-428 (December, 1967).

"A theory of administration must provide guides to action, to the collection of fact, to new knowledge, and to explain the nature of administration." Daniel E. Griffith, Administrative Theory (1959) p. 45.

C. Questions for Discussions

1. Search out and compare several definitions of administration.

2. Note distinctions among the following; administrative structure, administrative activities, administrative functions.

3. What do you understand by "administrative role"?

4. Is administration a phenomenon uniquely applicable to modern government? If not why the recent development of its study?

5. The study of administration appears to be a record (prescriptive) to a why (analytical) emphasis. How would you explain these transitions?

6. How would you relate the "evolution" indicated in question 5 to quotations in part B above?

II. The Nature of Social Organization

A. Readings

Pfiffner and Sherwood Chs. 1-3.

March and Simon, Organization, Chs. 1

Barnard, Functions of the Executive, Chs.1 (Introduction)

2 (Individual and Organization) and 5 (Principles of Collective Action)

Blau and Scott, Formal Organizations, Chs.1 (Introduction) and 2 (Nature and Types)
B. Some Initial Thoughts

"It seems characteristic of our humanity that real needs always precede the general recognition of such needs, and before a latent need can evolve into active demand of multitudes it must enter the consciousness of a creative few. These few are the real leaders of human progress, the progressive and useful arts." James D. Mooney, The Principles of Organization, (rev. ed. 1974), pp. 162-163.

"The relationship between the size of an administrative component and the total size of its containing organization is such that the larger the size of the administrative component the greater will be the proportion given to its administrative component" (Hypothesis in) Frederick W. Terrien and Donald L. Mills, "The Effect of Changing Size Upon the Internal Structure of Organization," 20 American Social Rev., 11-13 (February 1955)


C. Question for Discussion

1. Compare definitions of organizational and administration. Does the term administration organization and institution?

2. How would you distinguish between social group, organization and institution?

3. Do you agree with the definition of organization given by Pfiffner and Sherwood (p. 30)?

4. What do you understand by the Pfiffner-Sherwood concept of overlays? How does it relate to problems of definition?

III. Structural Approach to Study of Administrations

A. Readings

Pfiffner and Sherwood, Chs. 4-6
March and Simon, Ch. 2
Stene, "An Approach to the Study of Administration," (P.S. 276)
Gulick and Urwick, Papers, Nos. 1 (Gulick), 2 (Urwick), and 4 (Fayol).
Max Weber, Essays in Sociology (Ed. and Translated by H.H. Gerth and C. Wright Mills),
B. Some Initial Thoughts

And Moses chose able men out of all Israel, and made them heads over the people, rulers of thousands, rulers of hundreds, rulers of fifties and rulers of tens. And they judged the people at all hard cases they brought unto Moses, but every small matter they judged themselves.


"Functional Management consists in so dividing the work of management that each man from the assistant superintendent down shall have as few functions as possible to perform." F.W. Taylor, Shop Management, p.99.

"Every individual is entitled to know two things -- that immediate authority is linked to the supreme authority which represents the purpose of the system of cooperation as a whole." Lyndell Urwick, Patterns of Organization (1946) p. 15

"Both reason and experience show that, for the administration of many functions, diffusion, rather than concentration, of authority secures not only more efficient but also more democratic administration." Francis W. Coker, "Dogmas of Administrative Reform" 16 American Political Science Review, 399-411 (1922).

C. Questions for Discussion

1. The structural emphasis generally characterizes the body of ideas known as "classical" or "traditional" theory of administration. Why?

2. What features of political and economic development in the early 20th century served as "spawning beds" for "classical" theory?

3. To what extent is classical theory ethical in character, and to what extent is it based upon rationale of cause and effect.

4. How would you characterize the early criticisms of classical theory.

5. How do you explain the fact that, despite widespread criticism, especially in academic circles, the "classical doctrines" of organization still serve as the bases of virtually all government reorganization survey recommendations?

IV. Problems of Structural Relationships: Specialization and Coordination
A. Readings

Pfiffner and Sherwood, Chs. 7, 8, and 9

Barnard, Functions of the Executive, Ch.10  (Specialization)

Simon, Smithburg and Thompson, Public Administration,  
Chs. 7 (Specialization) and 8 (Securing Teamwork)

Victor Thompson, Modern Organization, especially Chs. 3  (Specialization) and 4 (Hierarchy).


Enzioni, "Two Approaches to Organizational Analysis"  (S80. 1960)

B. Some Initial Thoughts

"Every bureaucracy seeks to increase the superiority of the professionally informed by keeping their knowledge and intentions secret. Bureaucratic administration always tends to be an administration of 'secret sessions'; in so far as it can, it hides its knowledge and action from criticism." Max Weber, in Gerth and Mills (eds.) p. 233.

"It is not easy for each specialist to appraise the relative importance of his own task as part of the whole picture, or its importance as compared with the tasks of some other technical branch." David Lilienthal, TVA: Democracy on the March, p. 66.

"If the public business is to be well-administered, firm stand must be taken against atomism for its own sake and services." Statement by Federal Securities Commissioner, Policy Determination, p. 49.

Coordination means "the orderly arrangement of group effort to provide unity of action in the pursuit of a common purpose" Mooney, Principles of Organization (1947) p. 173.

C. Question for Discussion

1. To what extent is specialization forced upon administrative organizations by the larger society?

2. What is the significance of Victor Thompson's specialization in the person?

3. In the professional area, is the specialist a better judge of the needs of his organization than the general administrator?

4. James Mooney speaks of coordination as the first principle of organization. Do you agree?

5. How does coordination differ from cooperation?

V. Theories of Human Relations and Motivation

A. Readings - Mouzelis, Ch. 5
B. Some Initial Thoughts

The industrial worker, whether capable of it or not, does not want to develop a blackboard logic which shall guide his method of life and work. What he wants is more nearly described as, first, a method of living in social relationship with other people for and value to the group." Elton Mayo, Human Problems of an Industrial Society (2nd ed., 1946), p. 290.

"Part of the task of the leader is to make others participate in his leadership. The best leader knows how to make his followers feel power themselves, not merely acknowledge his power." Mary Parker Follett (1928), in Metcalf and Urwick, Dynamic Administration, p. 290

"Authority in its simplest terms is here understood to moreover explicit capacity to direct the behavior of others." E. A. bel in Carl Friederick (ed.) Authority, p. 222

C. Questions for Discussion

1. Why has the emphasis on human relations brought forth anxiety of attempts to redefine "authority"?

2. What features of political and economic "spawning beds" for the focus on "human relations" in literature on public administration?

3. On what grounds might a behavioral scientist criticize the human relations approach to public administration?

4. Do you regard the human relations approach as a fad, a scientific breakthrough or a practical art?

VI. The Ecology of Public Administration: Focus on environment

A. Readings

March and Simon, Ch. 4 (Motivational Constraints)
B. Some Initial Thoughts

"The degree to which the means of communication have been developed is a condition of decisive importance for the possibility of bureaucratic administration, although it is not the only decisive condition." Max Weber, quoted in Lepanski, Administration p. 79-80

"Ecological theories specify the influence of a subject upon its environment as well as the impact of environment upon subject. Until the two reciprocally related sets of transactions are examined, an ecological pattern has not been established." Fred W. Riggs, The Ecology of Development (Comparative Administrative Group, Occasional Papers, -- Mimeo), p. 5

"Goals cannot exceed social and cultural expectations too greatly without risking the loss of public understanding and support. But again, these expectations need not be allowed to remain static," Administration of the Public Psychiatric Hospital Report No. 46 of the Group of the Advancement of Psychiatry. (1960), p. 133.

C. Questions for Discussion

1. In what respects has ecology been considered in connection with questions raised under previous general headings?

2. How does an emphasis on importance of ecology justify the constant emphasis upon improvement of administrative methods?

3. What are some of the important "sub-cultures" within the administrative organization that tend to restrict the administrator's opportunities to plan for improved operations?

4. Usually ecological considerations serve as warnings against over-enthusiasm about making changes. How might these same considerations serve as an aid to change?

VII. Administration as Politics

A. Readings - Seidman, Chs. 1-9 (entire volume)

Pfiffner and Sherwood, Chs. 17 and 18

Charles Hyneman, "Administrative Reorganization" 1 Journal of Politics, 62-75 (February, 1939) p. 320, 5 J82
Edward Banfield and James Q. Wilson, *City Politics* (1963), Ch. 13 (The Council-Manager Plan)

Paul Appleby, *Policy and Administration*, especially Ch.

1 Alexander Leighton, *The Governing of Men*

Gladys Kammerer, "Role Diversity of City Managers" 8 Administrative Science Quarterly, 421-442 (March 1964)

Adrian, Charles, "Three Communities" (P.S. 2. 1958)

**B. Some Initial Thoughts**

"To take a stand, to be passionate..., is the politician's element, and above all the element of the political leader. His conduct is subject to quite a different, indeed exactly the opposite, principle of responsibility from that of the civil servant. The honor of the civil servant is vested in his ability to execute conscientiously the order of the superior authorities, exactly as if the order agreed with his own convictions... The honor of the political leader, of the leading statesman, however, lies precisely in the exclusive personal responsibility for what he does, a responsibility he cannot and must not reject or transfer." Max Weber, *Essays on Sociology* (Gerth and Mills, eds.) (1940) p. 95

"Legislators are often aware of their power but unsure of their ground; hence they tend to take out their aggressions on the more informed administrators. Not always, of course, but it happens often enough."


"A radical separation of fact and value--too often identified with the logical distinction between fact statements and preference statements--encourages the divorce of means and ends." Philip Selznick, quoted in Waldo, *The Study of Public Administrator* (1955) p. 63.

**C. Questions for Discussion**

1. "Politics" is derived from the same root as these words differ in connotation regarding roles "policy," "politician" and "political". How do and behaviors?

2. What different degrees and types of constraint on behavior are implied in the idea that the professional administrator must be non-political?

3. What evidence do we have to support the oft-expressed view that an elected official provides more effective policy leadership than an appointed partisan ballots justified in local government?

4. Is the concept of non-partisan elections a non-

**VIII. Change-Resistance and Conflict Fusion**

**A. Readings**

Pfiffner and Sherwood, Ch. 20

March and Simon, Ch. 5 (Conflict in Organizations)

Chris Argyris, *Personality and Organization*, especially Chs. 4-7 incl.

Argyris, *Understanding Organizational Behavior*, especially Ch. 5 (Predicting Impact of Change)

Victor Thompson, *Modern Organizations*, especially Chs. 5-9 incl.
Blau, Roy, "Co-operation and Competition in a Bureaucracy" (S28, 1954)

B. Some Initial Thoughts

"Administration, which is essential to the maintenance of all organizations, varies in its compatibility with the several intrinsic functions of organization; and this incompatibility varies in inverse order to the degree of specialization, them." John Walton, Administration and Policy Making in Education (1959) p. 170

"Controversies will always be, and should be, a feature of any live government anywhere, but they should be resolvable by the simple taking of a vote so that decisions can be arrived at and action can begin." Richard Childs, Civic Victories (1952) p. 70

"People do not naturally and eagerly work shoulder to shoulder or as between one group and another in happy ways. There are frictions and strains; there are misunderstandings. There is indifference to production results; there is an actual sense of conflict between individuals and groups. There is cooperation of sorts, or no productive outcome would result; but it is often what someone has aptly described as "antagonistic cooperation." Ordway Tead, The Art of Administration (1951) p. 3

"There is no guarantee that group cohesiveness will tend to increase productivity. Increased cohesiveness serves to heighten the susceptibility of group members to influence from other members. Thus if the predominant influences are to restrict production, the cohesiveness will lead to lower productions." Chris Argyris, Personality and Organization (1957) p. 149

C. Questions for Discussion

1. How does Chris Argyris' explanation of conflict differ from that of Victor Thompson?

2. Compare the Argyris Attitude toward "classical theory" of administration with that of Simon and his associates.

3. Do you accept the Argyris explanation of the "individual needs" as a cause of resistance to formal management controls?

4. Is the conflict fusion theory anything more than a modified human relations theory of administration?

IX. Focus on Decision Making

A. Readings-Mouzelis, Ch. 6

Pfiffner and Sherwood, Ch. 21

March and Simon, entire book; especially Ch. 6 (Cognitive limits of rationality)

Simon, Administrative Behavior, especially Chs. 1, 3 (Fact-value), 4 (Rationality), and 5 (Psychology of administration decisions)

Malick and Van Ness, Concepts and Issues in Administrative Behavior, several chapters

"Governmental Decision Making: A Symposium" 24 Public Administration Review 154-174 (September 1964)


Barfield and Simon "The Decision-Making Scheme" (PS11; PS 259 1957).
B. Some Initial Thoughts

"A language for the description of decision-making processes appears to offer considerable promise as a framework for the study of organizations. The control notion is that a decision can be regarded as a conclusion drawn (through not in any strict logical sense) from premises, and that influence is exercised by transmitting decisions; which are then taken as premises for subsequent decisions." Herbert A. Simon, "Comments on the Theory of Organization." 46 American Political Science Review, p. 1132 (December, 1952)

This rapid advancement of decision-making study during the last decade is not a peculiar feature of the current organization thought, but it is almost a general characteristic of all the relative disciplines which also concentrated their attention on the study of decision-making. Indeed, during the last decade that study of decision-making made definite progress in almost every field of the social and behavioral sciences and became an interdisciplinary concern." John Pfiffner, in Nicholas G. Nicolaides, Policy-Decision and Organization Theory (University of Southern California Press, Mimeo 1960) p. 8.

"The decision-making power, in short, may appear unitary in many situations. But the decision-making process is collaborative far more often than is realized." Ordway Tead, The Art of Administration (1951) p. 126.

C. Questions for Discussion

1. How did the treatment of decision-making in the classical theory differ from its treatment in behavioral science literature?

2. Compare the decision-action dichotomy with the policy-administration dichotomy.

3. Why did the fact-value dichotomy become an important point of disagreement in the early literature on decision-making behavior?

4. Do you consider decision-making an operational concept for research in administration?

X. Other Models: Role Analysis; Input-output measures, etc.

A. Readings--Mouzelis, Ch. 7 & Conclusions

1. Thompson, James D., Approaches to Organizational Design (1966). Ch. 3 (by Vernon E. Buck on "A Model for Viewing an Organization as a System of Constraints")


3. Charlesworth, James C. (ed.) Contemporary Political Analysis (1967), chs. 12 and 13 (on Game Theory) same ch. 8 (Systems Theory)

4. Katz and Kahn, The Social Psychology of Organizations (1965) ch. 2 (Organizations and the Systems Concept) and ch. 7 (The Taking of Organizational Roles)

B. Some Initial Thoughts

"I cannot look with complacency upon rapidly developing trends to subject the professional bureau that is the Office of Education to increasing controls on the part of numerous persons planted in the structural organization of levels between the Commissioner of Education and the Administrator of the Federal Security Administration." Letter of resignation by Assistant Commissioner of Education, quoted in Harold Stein (ed.) Public Administration and Policy Determination, p. 30.
"We believe that the creation of two large 'administrative' and 'professional' classes, within each of which and between which promotion would freely take place, would have the effect of improving the efficiency of all the offices concerned by increasing the variety of posts for which, as their individual capacities developed, they would, in fact, be freely eligible." McDonnell Report of 1914 (Royal Commission on Civil Service). Quoted in William A. Robson (ed.) *The Civil Service in Great Britain and France* (1956). p. 107.

"The less popular the government, the less is the function of executing the will of the state differentiated from the function of expressing the will." Frank Goodnow, *Politics and Administration* (1900). p. 10.

C. Questions for Discussion

1. To what extent do role conceptions and role expectations influence the behavior of individuals and organized groups?

2. Is game theory a useful device for analyzing administrative behavior?

3. Are concepts such as input, throughput and output more meaningful than politics and administration?

4. What is meant by an "open system"?

XI. Goals and Values of Public Administration

A. Readings

Pfiffner and Sherwood, Chs. 14, 22 and 23

March and Simon, Ch. 7 (Planning and Innovation)

Stene, "Imperatives" in *Some Thoughts on Theory and Practice of Administration* (1960)


Millett, *Government and Public Administration*, Ch. 25 (The Goal)

de Gazia, Alfred, "Science and Values of Administration I and II (PS-59, 1960)

B. Some Initial Thoughts

"In the science of administration, whether public or private, the basic 'good' is efficiency." Luther Gulick, in Gulick and Urwich, *Papers*, p. 192.

"After the people's judgement has been expressed in due form, after the representatives of the nation have made the necessary laws, we intend that these decisions shall be properly, effectively, and economically put into action." *Administrative Management*, Report of the President's Committee, (Washington, 1937) p. 1.

"The primary objective is to establish a form of organization which improves the capacity of the Executive Department to execute the laws and administer the affairs of the Republic, while at the same time clarifying and strengthening the legislative responsibilities of the Congress." *General Organization: A Report by the Government Survey and Reorganization Commission of the Philippines* (March 1955) p. 2.
C. Questions for Discussion

1. Select one or two relatively simple organizations and enumerate the different goals that might serve to measure the success of each.

2. Are goals of an administrative organization of different character from those of a voluntary association or private corporations?

3. Does the word *Bureaucracy* convey to you the idea of an organization?

4. How would you distinguish goals, purposes and values of an administrative agency, and of what importance are the distinctions of theoretical understanding?

5. Does the quotation by Miss Parker have any relevance to the goals of administrative organizations?

XII. Summary and Special Assignment

A. Readings

Rather than search for new readings, the student is advised at this point to review the authors and works covered during the term and to classify them according to theoretical model rationalizations on which they have focused their attention.

B. Some Initial Thoughts

"One of my frequent feelings in reading the organization literature is that indeed I have read it before in another language: the language of political theory," Dwight Waldo, *Organization Theory: The Elephantive Problem* 21 Public Administrative Review 210-225 (1961).

"There is no science of organization or of cooperative social systems; and the development of the sciences called physical and mathematical. One reason for this appears to be a false emphasis upon intellectual and mental processes both as factors in human relations and as matters of study." Chester Barnard, *The Functions of the Executive* (1938) p. 290.

C. Topics for discussion: Consider the different approaches and foci of attention in the study of administration:

1. The structural-procedural emphasis
2. The human-relations motivation emphasis.
3. The ecological approach.
4. The change-resistance emphasis
5. The communications emphasis.
6. The decision-making theories.
7. The conflict and fusion theories.
9. Can other classification be added?

XIII. During the term each student will be expected to turn in a number of brief summaries of recent articles, preferable articles related to the subject of the week.

About half of the reports should be on articles not listed in the Readings listed above. Students should turn in a report each week.

In addition each student will submit two book reports or a single paper comparing two books on administration or organization. The reports will be due TAB.

TEXTBOOK


Shafritz, pp. 29-79.
Fry, pp. 47-72.
Pfiffner & Sherwood (See outline).

II. The Nature of Social Organization

Shafritz, pp. 209-253, Select two article.
Pfiffner & Sherwood, See course outline.

III. Structural Approach
IV. Structural Relationships

Pfiffner & Sherwood, See course outline.


Fry, pp. 156-180 (Barnard).

V. Human Relations & Motivation

Pfiffner & Sherwood -- See Outline.

Fry, p. 98-155 (Mary P. Follett & Elton Mayo.

Shafritz, pp. 149-202.

VI. The Ecology of Public Administration

Pfiffner & Sherwood--See Course Outline.

Shafritz, pp. 254-351.

VII. Administration

Pfiffner Sherwood, See Course Outline.

Shafritz, pp. 352-419.

VIII. Change Resistance & Conflict Fusion

Pfiffner & Sherwood, See Course Outline

Shafritz, pp. 420-537.

IX. Decision Making
Pfiffner & Sherwood, See Outline.

Fry, pp. 181-217.