

BOWDOIN COLLEGE
GOVERNMENT & LEGAL STUDIES 2015
PUBLIC ADMINISTRATION
SPRING 2018

Prof. Andrew Rudalevige

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Office Hours: Monday 9:30-11:30; Thursday 1-2; or by appointment

We deal with public organizations every day – they encompass nearly 15% of the U.S. workforce, and all of us encounter their efforts to address concerns ranging from the mundane to the life-threatening. This course is designed to teach you how and why this vital part of government works the way it does in the American political context. Why are bureaucracies so universal? What do they do, and how well do they do it? How are they (and how might they be) managed? Is “red tape” always bad? Along the way we will grapple with the perpetual difficulty in reconciling organizational efficiency with democratic accountability.

In considering these questions we will examine a wide range of real-world cases, from the 1962 Cuban Missile Crisis to the fate of the 2010 Affordable Care Act.

Readings and Course Materials

The following assigned books are available from various online sellers, including Bowdoin’s Chegg site: you are *strongly* encouraged to shop around. Other materials will be made available on reserve, normally on-line via the class Blackboard site.

- Graham Allison and Philip Zelikow, *Essence of Decision*, 2nd ed. (Longman, 1999)
- Daniel Béland, Philip Rocco, and Alex Waddan, *Obamacare Wars: Federalism, State Politics, and the Affordable Care Act* (Univ. Press of Kansas, 2016) – ISBN 978-0700621910
- John J. Dilulio, Jr., *Bring Back the Bureaucrats* (Templeton, 2014) – ISBN 978-1599474670
- William Langewiesche, *American Ground* (North Point, 2003) – ISBN 978-0865476752
- James Q. Wilson, *Bureaucracy* (Basic Books, 1989) – ISBN 978-0465007851

Assessment

Grades for this course will be based on the following factors:

- (1) **Attendance, participation, and in-class presentation** (10% of your grade). We will meet twice each week in lecture/discussion format. Stay tuned as well for relevant outside speakers and events. Most class sessions will include at least presentation as each student in the class introduces us to a public sector organization. In the aggregate these brief “adopt an agency”

presentations will give us a sense of a wide range of the structures, missions, cultures, and tasks of public bureaucracies.

(2) **Three memos** linked to the case studies covered during the class, each addressing a particular aspect of public administration (20% each, thus totaling 60% of the overall grade). There are four potential topics. If you choose to write all four papers, only the three highest grades will count. Projected due dates are in the schedule of readings, below; these are subject to change, with notice.

(3) **Take-home final exam** (30%), *due no later than May 19, noon.*

And keep in mind...

If you are taking this course on a Credit/D/Fail basis, a 'credit' grade requires completion of all work for the course (exams, papers, etc.).

Late papers or other assignments will not receive full credit: extensions will be granted only in advance and in exigent circumstances.

Recent pedagogical research finds that the use of computers as notetaking devices is counterproductive: the physical act of writing enables far more recall than does typing, and foregoing a computer provides far fewer potential distractions to yourself and others sitting near you. Further, my Powerpoint slides are made available to the class at regular intervals during the semester. **Thus I ask you not to use electronic devices of any kind during class.** Obviously there may be valid reasons for exceptions to this rule (for instance, see the next paragraph) and you should certainly approach me if you feel one is warranted.

Students requiring accommodations based on disabilities need to be in contact with Lesley Levy in the Office of the Dean of Student Affairs. You are encouraged to address any special needs or special accommodations with me at the beginning of the semester or as soon as you become aware of your needs. Additional information can be found at <http://www.bowdoin.edu/studentaffairs/student-handbook/college-policies/accommodation-policy.shtml>

I expect all students to be aware of and abide by the Bowdoin Academic Honor Code. It goes without saying – and yet I will say it! – that you are responsible for your own work. This means following the most stringent rules of quotation and citation in your written assignments. In this course we will use footnotes in the Chicago Manual of Style format, unless otherwise specified -- see http://www.chicagomanualofstyle.org/tools_citationguide.html). If you have any questions or concerns about this, please consult me and/or a reference librarian. **Plagiarism is *never* acceptable** within a community of scholars (or, frankly, anywhere else); it is grounds not only for a failing grade on a given assignment or in the course but also, potentially, for dismissal from the College.

Schedule of Course Readings (subject to change, with notice)

(*) - denotes on-line reading or link available through Blackboard

I. An Introduction to Public Administration

Introductory Session (January 23)

Public Administration and Bureaucracy: What is it? Who Cares? (January 25)

Wilson, Ch. 1-2

(*) Guy Adams and Danny Balfour, *Unmasking Administrative Evil*, introduction

Founding Principles: American Bureaucratic History, Politics, and Culture (January 30)

(*) The U.S. Constitution, as amended

(*) *Federalist Papers*, #51, 70-72

(*) Francis Rourke, "Bureaucracy in the American Constitutional Order," *Political Science Quarterly* 102 (Summer 1987): 217-32.

(*) Richard J. Stillman II, "The Study of Public Administration in the United States," in Stillman, ed., *Public Administration: Concepts and Cases*, 9th ed.

CASE I. Bureaucratic Culture: Rebuilding Ground Zero (February 1, 6)

Wilson, Ch. 6, 16

Langewiesche, *American Ground* (entire)

(*) Anthony DePalma, "Ground Zero Illnesses Cloud Giuliani's Legacy," *New York Times* (May 14, 2007)

(*) Mireya Navarro, "Sept. 11 Workers Agree to Settle Health Lawsuits," *New York Times* (November 20, 2010)

Memo I due February 9, 5 p.m.

II. Populating the Bureaucracy

Operators and Tasks (February 8)

Wilson, Ch. 3-4

(*) Dana Priest, *The Mission*, Introduction and Ch. 12

Managers and Personnel (February 13, 15, 20)

Wilson, Ch. 7-9

(*) David E. Lewis, "Trump's Slow Pace of Appointments is Hurting Government – and His Own Agenda," *Washington Post* (August 2, 2017)

(*) Robert Kanigel, *The One Best Way: Frederick Winslow Taylor and the Enigma of Efficiency*, Prologue and Part III, Ch. 7

(*) Jad Mouawad, "A Luxury Liner Docks, and the Countdown's On," *New York Times* (March 21, 2015)

(*) Richard Gillespie, *Manufacturing Knowledge: A History of the Hawthorne Experiments*, excerpts

DiIulio, Ch. 1-3

(*) Lisa Rein and Andrew Ba Tran, "How the Trump Era is Changing the Federal Bureaucracy," *Washington Post* (December 30, 2017)

Public Executives: Decision-Making and Political Context (February 22)

Wilson, Ch. 10-12

(*) Robert Maranto, "Beyond a Government of Strangers"

(*) Donald Rumsfeld, "Battling Bureaucracy," from *Rumsfeld's Rules*

CASE II. *Organizational Decisionmaking: Kennedy and Cuba, 1961-62* (February 27, March 1-8):

(*) "Kennedy and the Bay of Pigs," Harvard Kennedy School Case Program.

Allison and Zelikow, pp. 1-26, 77-129; 143-60, 197-242, 258-63; 294-311, 325-66, 379-91

Memo II due March 9, 5 p.m.

[No class March 13-22: Enjoy Spring Break!]

III. American Institutions and Public Administration

Federalism (March 27)

(*) *Federalist Papers* #15, 39, 46

(*) Martha Derthick, "Federalism," from Schuck and Wilson, eds., *Understanding America*

Congress and the Bureaucracy (March 29)

Wilson, Ch. 5, 13

(*) Phillip Wallach and Kevin Kosar, "The Case for a Congressional Regulation Office," *National Affairs* (Fall 2016)

The Chief Executive and the Executive Branch (April 3)

Wilson, Ch. 14

(*) Andrew Rudalevige, "The Obama Administrative Presidency: Some Late Term Patterns," *Presidential Studies Quarterly* (December 2016)

(*) Danny Vinik, "Donald Trump's War on Regulation is Real. But Is It Working?" *Politico* (January 20, 2018)

[Note: no class session April 5.]

CASE III: *Federalism and Implementation: Health Care in the U.S., Part I* (April 10, 12)

Memo III due April 17, in class.

(*) Michael Doonan, *American Federalism in Practice: The Formulation and Implementation of Contemporary Health Policy*, excerpt

Béland et al, Ch. 1-4

(*) *NFIB v. Sebelius* (2012)

Who Gets What, How, When?: The Budget Process (April 17)

(*) Donald Kettl, "Budgeting," from *The Politics of the Administrative Process*, 7th ed.

(*) Drew DeSilver, "Congress Has Long Struggled to Pass Spending Bills on Time," Pew Research Center (January 16, 2018)

Courts and the Bureaucracy (April 19)

Wilson, Ch. 15

(*) *Morrison v. Olson* (1988)

(*) *Massachusetts v. EPA* (2007)

CASE IV. *Legislation, Litigation, Regulation, Federalism: Health Care Policy in the U.S., Part II*
(April 24, 26; May 1): **Memo IV due May 8, in class.**

(*) Greg Shaw, *The Dysfunctional Politics of the Affordable Care Act*, excerpt

Béland et al, Ch. 5 and conclusion

(*) *King v. Burwell* (2015)

(*) *House v. Burwell* (2016)

(*) Brill, *America's Bitter Pill*, excerpt

(*) Executive Order 13765 (January 20, 2017)

IV. Reinventing Government?

Public Ends, Private Means? (May 3)

Wilson, Ch. 17, 19

(*) Eduardo Porter, "When Privatization Works," *New York Times* (January 15, 2013)

DiIulio, Ch. 4-5

Concluding Thoughts: Suggestions for Reform (May 8)

Wilson, preface, Ch. 20

(*) Cass Sunstein, "Eliminating Red Tape," from *Simpler: The Future of Government*

DiIulio, Part 2

(*) Rosemary O'Leary, "The New Guerrilla Government: Are Big Data, Hyper Social Media and Contracting Out Changing the Ethics of Dissent?" *PS 50* (January 2017).

Final Exam: due by May 19, noon. Case material will be distributed in advance.