

BOWDOIN COLLEGE
GOVERNMENT & LEGAL STUDIES 2015
PUBLIC ADMINISTRATION
SPRING 2020

Prof. Andrew Rudalevige

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Office Hours: Monday, 10:15-11:45; Thursday, 3:00-4:30; or by appointment

What happens after a bill becomes a law? The short answer is that a government agency implements that law. Public organizations encompass nearly 15% of the U.S. workforce, and all of us deal with them almost every day, encountering their efforts to address everything from road repair to public health to national security.

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 history of tobacco regulation.

Readings and Course Materials

The following assigned books are available from various online sellers; you are strongly encouraged to shop around for the best price. Most should be available used. 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) – ISBN 978-0321013491
 - Anna Clark, *The Poisoned City* (Picador, 2019) – ISBN 978-1250181619
 - Martha Derthick, *Up in Smoke*, 3rd ed. (CQ Press/Sage, 2011) - ISBN 978-1452202235
 - William Langewiesche, *American Ground* (North Point, 2003) - ISBN 978-0865476752
 - James Q. Wilson, *Bureaucracy* (Basic Books, 1989) – ISBN 978-0465007851
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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 one presentation as each student introduces us to a public sector organization. In the aggregate these brief “adopt an agency” presentations will cover 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 (15% each, thus totaling 45% of the overall grade). There are four potential topics. If you choose to write all four memos, 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) **Rulemaking memo** (15%) laying out your analysis of and advice regarding a Proposed Notice of Federal Rulemaking or state-level regulation.
- (4) **Take-home final exam** (30%), *available 24 hours in advance and due no later than noon, May 14.*

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 22)

Public Administration and Bureaucracy: What is it? Who Cares? (January 27)

Wilson, Ch. 1-2

(*) Guy Adams and Danny Balfour, *Unmasking Administrative Evil*, introduction
Recommended: Conspiracy (HBO, 2001)

Founding Principles: American Bureaucratic History, Politics, and Culture (January 29)

(*) 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: Ground Zero (February 3, 10, 12 – note that there is no class February 5)

Memo I due February 14, 5 p.m.

Wilson, Ch. 6

(*) The 9/11 Commission Report, Ch. 1, 8

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)

(*) Rick Rojas, "Unsung 9/11 Heroes Finally Get Their Own Memorial," *New York Times* (May 30, 2019)

II. Organizing and Populating the Bureaucracy

Operators and Tasks (February 17, 19)

Wilson, Ch. 3-5

(*) 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

CASE II. *Organizing and Decisionmaking: Kennedy and Cuba, 1961-62* (February 24, 26; March 2, 4)
Memo II due March 6, 5 p.m.

(*) "Kennedy and the Bay of Pigs," Harvard Kennedy School Case Program.
Allison and Zelikow, pp. 1-26, 77-129; 143-60, 197-242, 255-63; 294-311,
325-66, 379-91

[No class March 9-18: Enjoy Spring Break!]

Personnel (March 23, 25)

Wilson, Ch. 7-9

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

(*) Paul Light, *The Government-Industrial Complex*, Ch. 2

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

III. American Institutions and Public Administration

Budgeting (March 30)

(*) 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)

Bureaucratic Politics: Implementation and Regulation (April 1, 6)

Regulation memo due April 10, 5 p.m.

Wilson, Ch. 13

(*) Andrew Rudalevige, "Old Laws, New Meaning?"

(*) Rachel Potter, *Bending the Rules*, Ch. 2

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

(*) Lisa Friedman and Coral Davenport and "Trump Administration Rolls Back Clean Water Protections," *New York Times* (September 13, 2019)

(*) Stuart Shapiro, "Making Sense of the Trump Administration's Regulatory Numbers," *The Regulatory Review* (January 14, 2020)

Executive Politics: Reorganization (April 8)

(*) Chris Carrigan, *Structured to Fail?*, Ch. 4-5

(*) Steve Brill, "Is America Any Safer?" *The Atlantic* (September, 2016)

Courts and the Bureaucracy (April 13)

Wilson, Ch. 15

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

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

(*) Christopher Walker, "Attacking Auer and Chevron Deference: A Literature Review," *Georgetown Law Review* (2018)

CASE III: *Separated Powers in Action: Tobacco Regulation* (April 15, 20, 22)

Memo III due April 24, 5 p.m.

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

Derthick, *Up in Smoke* (entire)

(*) Katie Thomas and Sheila Kaplan, "The FDA Had a Decade to Rein In the Vaping Industry: It Failed," *New York Times* (October 14, 2019)

(*) Laurie McGinley and Josh Dawsey, "Trump Administration's Compromise Vape Ban Provokes Public Health Outcry," *Washington Post* (January 1, 2020)

CASE IV: *Federalism, Governance, and Citizenship: The Flint Water Crisis* (April 27, 29)

Memo IV due May 6, in class.

Clark, *The Poisoned City* (entire)

IV. Reinventing Government?

Public Ends, Private Means? (May 4)

Wilson, Ch. 17, 19

(*) John Dilulio, *Bring Back the Bureaucrats*, excerpt

Concluding Thoughts: Suggestions for Reform (May 6)

Wilson, preface, Ch. 20

(*) Volcker Alliance, *Renewing America's Civil Service*

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

Final Exam: due by May 14, noon. Case material will be distributed in advance.