

This core course will provide a historical overview of the field of public administration and management. It will also cover a fairly wide range of topics in the field, which are examined in greater depth in other courses in the MPA program. These management topics include federalism and intergovernmental relations, public budgeting, administrative ethics, personnel, organizational change, and service delivery. The emphasis of the course is on the political, intellectual, and institutional environment of public administration--how these factors shaped the development of the field and how they influence public management decisions today. Thus, current issues in public administration and management are discussed within this broader context.

### **Learning Outcomes of the Course:**

- \*Students will learn the major concepts and concerns of public administration, both as a field of study and as a profession. Prior academic background in public administration is not expected.
- \*Students will be expected to understand and appreciate the complexity and dilemmas of current administrative practices, as well develop their own personal approach to being an effective public servant.
- \*The course assignments also require students to: 1) develop a clear, concise professional writing style; 2) become proficient in library and internet research on a focused management topic; 3) become familiar with the primary journals and resources of the field; and 4) improve their oral presentation skills as preparation for subsequent MPA classes as well as their careers.

### **Required Readings:**

- Donald F. Kettl and James W. Fesler, *The Politics of the Administrative Process*, 4th ed. Washington, DC: CQ Press, 2008
- Jay M. Shafritz and Albert C. Hyde, eds., *Classics of Public Administration*, 6th ed. Belmont, CA: Wadsworth/Thomson, 2007
- Donald F. Kettl, *System Under Stress: Homeland Security and American Politics*, 2<sup>nd</sup> ed. Washington, DC: CQ Press, 2006.
- Blackboard articles (**BB**) at <https://blackboard.uncg.edu>. Some are available through online journals.

### **Course Requirements:**

All students are expected to attend and participate in each class during the semester. However, if you know in advance that you will be unable to attend a class, let the instructor know so you can make arrangements for assignments or makeup work. Also contact her as soon as possible if an emergency prevents your attendance. Anyone requiring accommodations due to a registered disability with the Office of Disability Services (DS) and inform the instructor at the beginning of the semester. Relevant and thoughtful class participation is expected on the part of each student, and it will usually be based on careful preparation of assignments and familiarity with the assigned readings. Graded course

assignments will include the following:

*Five/Six one-page abstracts	25%	Due throughout the semester (see dates below)
*Midterm exam (in class)	30%	October 27
*Management paper	25%	Due December 10 (Thurs.)
*Oral presentation	10%	In class (2nd half of the semester)
*Class participation	10%	

These assignments must be completed by the assigned deadlines. Requests for exceptions must be cleared with the instructor in advance of the scheduled date whenever possible. Failure to do so may result in a penalty. Incompletes will not be given, except in the most unusual circumstances.

**Management paper:** Each student will select a relatively recent management issue early in the semester that has some relevance to their career interests as well as public service. You will then develop a consistent and deepening focus on that topic throughout the semester by writing abstracts of journal articles and readings that help to build your knowledge of the concepts, research, and controversies in that issue. Your general topic should be chosen and submitted (just a sentence or two) by **September 15**, and approved by the instructor. You must submit a typed, one-paragraph memorandum (in a correct format) to the instructor on your more limited topic on or before Sept. 29. The paper is due Thurs., **Dec. 10 by 6 p.m.** Late papers and incorrect citations and works cited lists will lose points.

The final paper must be 10-13 pages in length, and typed double-spaced, with normal margins and fonts. As a management paper, it should focus on a specific management problem, innovation, or issue examined under one of the topics in the second half of the course. This paper **must** include the following:

- 1) summarize and integrate the relevant research from the abstracts and various points of view, and
- 2) analyze at least one theme of the first half of the course (e.g., development of public administration, political environment, and/or organization theory) in some way with this topic.

Objectivity in discussing the research and issues will be expected. The topic selection may require some reading ahead in the course and some consultation with the instructor. The paper itself should be based on your abstracted readings, course readings, and outside research. An oral report to the class about the paper at an appropriate time during the second half of the course will be required as well.

Topic examples: Community Policing, Privatization in Cities, Community Development in Small Cities, ADA Compliance in Human Resources, Diversity in Local Government, EPA Brownfields Programs, Performance Measurement in North Carolina Cities, State Government-Nonprofit Relations.

**Six Abstracts:** These one-page, single-spaced summaries of readings (chapters, journal articles) related to your management paper topic will be handed in on the following dates: **Sept. 15, Sept. 29, Oct. 20, Nov. 10, Nov. 24.** If your performance on early abstracts is unsatisfactory to you or the instructor (e.g., scores are not above a check), an additional abstract on another reading may be required to replace the grade on one of the early submissions. It will be due Dec. 8. Most of the abstracts will summarize outside readings (book chapters, journal articles) that help you develop an in-depth understanding of your management paper topic, not assigned course materials. One abstract may be based on a personal interview with a knowledgeable official, but you must clear it in advance with the

instructor. Grading will be based on the abstract's clarity, organization, grammar/punctuation/spelling (yes!), coverage, objectivity, and relevance to the paper topic. Be VERY selective in your choices of material. Magazine or newspaper articles, such as from *Business Week*, *U.S. News and World Report*, *Financial Times*, *Public Management*, etc., are not acceptable.

**Suggested journal sources:** *Public Administration Review*, *Administration and Society*, *State and Local Government Review*, *Public Personnel Review*, *Public Budgeting and Finance*, *Urban Affairs Review*, *Nonprofit Management and Leadership*, *Economic Development Q.*, etc. DO NOT use short, newsy articles or book reviews of 1-4 pages in length from these or other journals.

**Citation format:** Use Kate Turabian's format (MLA) for the correct bibliographic citation form.

**Office Hours (237 Graham):**

Monday (4-5:30 pm), Thursday (4-5 pm) and by appointment. Email messages at any time.

**Class Schedule and Reading Assignments:**

**NOTE:** Students are expected to have read the assigned readings by the dates provided.

**Week 1: Introduction to the Course and Subject** **Aug. 25**

- \* - Allison, "Public and Private Management" (39)
- Appleby, "Government is Different" (15)
- Kettl and Fesler, ch. 1, case 1

**Week 2: History and Development of Public Administration: 1887 to the Present** **Sept. 1**

- Kettl and Fesler, ch. 2
- \* - Wilson, "The Study of Administration" (1)
- Goodnow, "Politics and Administration" (2)
- Simon, "The Proverbs of Administration" (16)
- Waldo, "The Administrative State: Conclusion" (17)
- Fredrickson, "Toward a New Public Administration" (32)
- Rosenbloom, "Public Administrative Theory and the Separation of Powers" (43)
- Hood, "A Public Management for All Seasons?" (50)
- Denhardt & Denhardt, "The New Public Service" **BB/PAR 2000**

**Week 3: Introduction to the Library, Internet, and Public Affairs Holdings** **Sept. 8**  
(CLASS meets at **7:00 p.m.**, Jackson Library, 1<sup>st</sup> floor Electronic CITI computer lab)

- Kettl and Fesler, ch. 3, case 3
- Kettl, ch. 1

**\*Readings are found and numbered in *Classics*, except when noted by BB for Blackboard**

**Week 4: The Political Environment of Public Bureaucracy: The External Controls** **Sept. 15**

- topic due in class, as well as first abstract

- Kettl and Fesler, ch. 6, 13, 14; cases 6, 13, 14
- Kaufman, "Major Players: Bureaucracies in American Government" **BB/PAR**
- Kettl, ch. 2

**Week 5: Bureaucratic Accountability and Administrative Ethics: The Internal Controls on Public Administrators** **Sept. 22**  
**(INTERNSHIP meeting before class—5:15 pm, Faculty Center)**

- Kettl and Fesler, ch.7, 14; cases 7, 14
- Rohr, "Ethics for Bureaucrats" (38)
- Thompson, "The Possibility of Administrative Ethics" (45)
- Waldo, "Public Administration and Ethics" **BB/Lane**
- Lewis, "The Ethics Challenge in Public Service" (52)
- Adams & Balfour, "In the Face of Administrative Evil" (56)
- Kettl, ch. 3 (pp. 37-47)

**Week 6: Development of Early Organization Theory: The Classical Bureaucratic Model and Human Relations** **Sept. 29**

-short memo on paper topic due

- Kettl and Fesler, ch. 4; case 4
- Weber, "Bureaucracy" (6)
- Taylor, "Scientific Management" (4)
- Gulick, "Notes on the Theory of Organization" (9)
- Barnard, "Informal Organizations" (11)
- Maslow, "A Theory of Human Motivation" (14)
- McGregor, "The Human Side of Enterprise" (20)

**Week 7: Modern Organization Theory: Rational Decision Making, Bureaucratic Power & Politics, and Open Systems** **Oct. 6**

- Kettl and Fesler, ch. 3 (reread), 10; case 10
- Merton, "Bureaucratic Structure and Personality" (12) (skim)
- Lindblom, "The Science of 'Muddling Through'" (21)
- Selznick, "The Cooptative Mechanism" (18)
- Downs, "The Life Cycle of Bureaus" (27)
- Katz and Kahn, "Organizations and the System Concept" (22)
- Bennis, "Organizations of the Future" (25) (skim)

**FALL BREAK: Oct. 12 and 13 (I will be in Europe for this week)**

**Week 8: Public Management, Reorganization, and Change: Structure, Behavior, and Performance** **Oct. 20**

- Kettl and Fesler, ch. 5, 6; cases 5, 6

- Kettl, ch. 3 (pp. 48-60)
- Brownlow, "Report of the President's Committee on Administrative Management" (10)
- Hoover Comm., "The Report of the Commission on Organization" (19) skim
- Levine, "Organizational Decline and Cutback Management" (37)
- The National Performance Review, "From Red Tape to Results" (54) skim
- Barzelay, "Breaking Through Bureaucracy" (53)
- Bruel & Kamensky, "Federal Government Reform" **BB/PAR**

**MPA ALUMNI REUNION – 6 pm, Fri., Oct. 23 (Virginia Dare Rm., Alumni House)**

**Week 9: Midterm Exam (start at 7:00 p.m.; end at 9 p.m.)** **Oct. 27**  
 -bring lined paper and pen (no bluebooks)

**Week 10: Federalism and Intergovernmental Relations: Constant Change** **Nov. 3**

- Kettl and Fesler, ch. 12 (pp. 376-382);
- Kettl, ch. 4
- Grodzins, "The American System" (24)
- Wright, "Federalism, Intergovernmental Relations, and Intergovernmental Mgt" (51)
- Rivlin, "The Evolution of American Federalism" **BB/Lane**
- Pressman & Wildavsky, "Implementation" (34)

**Week 11: Policy Analysis and Program Evaluation: How Do We Know What Works and What Doesn't?** **Nov. 10**  
**\*\*ALUMNI Pizza Night – Faculty Center – 5:30 pm**

- Kettl and Fesler, ch. 12
- Rivlin, "Systematic Thinking for Social Action" (33)
- Stone, "Policy Paradox" (55)
- Kettl, 5, 6, 7

**Week 12: Public Personnel Administration: History, Merit, and Diversity** **Nov. 17**

- Kettl and Fesler, ch. 8, 9; cases 8, 9
- Kaufman, "Administrative Decentralization and Political Power" (29)
- Mosher, "Democracy and the Public Service" (42) (skim)
- Krislov, "Representative Bureaucracy" (36)
- Ospina, "Realizing the Promise of Diversity" **BB/Lane**
- Thomas, "From Affirmative Action to Affirming Diversity" (49)

**Week 13: Public Budgeting: Process and Reforms** **Nov. 24**

- Kettl and Fesler, ch. 12; case 12
- Key, "The Lack of a Budgetary Theory" (13)
- Caiden, "Public Budgeting Amidst Uncertainty and Instability" (41)

**Week 14: Improving Public Sector Performance: Citizens, Nonprofits and New Relationships**

**Dec. 1**

- Moe, "Exploring the Limits of Privatization" (46)
- Whitaker, Altman-Sauer, and Henderson, "Mutual Accountability Between Governments and Nonprofits" **BB/ARPA**
- Osborne & Gaebler, "Reinventing Government" **BB/Lane**
- Lipsky, "Street-Level Bureaucracy" (40)
- Kettl, "The Transformation of Governance" (57)

**Week 15: Summing Up, Oral Presentations, and Course Evaluation**

**Dec. 8**

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**NOTE: Students are encouraged to take advantage of several events organized this fall. Please plan to attend at least one of these programs to improve your knowledge of politics, public management, and local government:**

**Center for Legislative Studies Fall Lecture Series: "Obama in the Oval Office: Successes, Failures, and Unanswered Questions"**

**Sept. 30, Oct. 21, and Nov. 18 -- Wednesday evenings, at 7:30 pm, Weatherspoon Aud.**

**ASPA lunch meetings – usually held once each month, on a Thurs. at 11:30 am-1:15 pm, in Greensboro locations. The first lunch you attend is free, so take advantage of it!**