

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 examine the political, legal, and historical role of public organizations.
- *Students will be expected to understand the complexity and dilemmas of current administrative practices, as well as articulate and apply a public service perspective.
- *The course assignments also require students to: 1) develop a clear, concise professional writing style; 2) become proficient in library and internet research; 3) become familiar with the primary journals and resources of the field; 4) synthesize, integrate, and critically assess several professional journal sources on a focused management topic; and 5) improve their oral presentation skills.

Required Readings: (I strongly recommend that you BUY, not rent, all three.)

- Donald F. Kettl, *The Politics of the Administrative Process*, 6th ed. Washington, DC: CQ Press, 2015
- Jay M. Shafritz and Albert C. Hyde, eds., *Classics of Public Administration*, 7th ed. Belmont, CA: Wadsworth/Thomson, 2011 (can use the 8th ed. instead)
- Donald F. Kettl, *System under Stress: The Challenge to 21st Century Governance*, 3rd ed., Washington, DC: CQ Press, 2014.
- **Canvas** articles. Some are available through online journals, as noted.

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) should 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 essay exam (in class) 30% **October 31 (closed book)**
- *Management paper 25% Due **December 12**
- *Oral presentation 10% In class (2nd half of the semester)
- *Class participation 10%

These assignments must be completed by the announced 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 19**, 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. 26. The paper is due **Mon., Dec. 12.** 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 the management problem, innovation, or issue examined throughout the fall abstracts on 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 part 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: E-Government, Privatization in Cities, Community Development in Small Cities, Diversity in Federal Agencies, Volunteer Management, Performance Measurement in North Carolina Cities, State Government-Nonprofit Relations, Succession Planning, Nonprofit Advocacy.

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. 19, Oct. 3, Oct. 24, Nov. 14, Nov. 28.** If your performance on early abstracts is unsatisfactory to you or the instructor (e.g., scores are not above 3 pts.), an additional abstract on another reading may be required to replace the grade on one of the early submissions. It will be due **Dec. 5.** Most of the abstracts will summarize outside readings (journal articles, some edited book chapters) 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*, *The Economist*, *Financial Times*, *Governing*, *Public Management*, etc., are **not acceptable**.

Suggested journal sources: *Public Administration Review*, *Nonprofit & Voluntary Sector Quarterly*, *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 and magazines.

Citation format: Check Kate Turabian or MLA for the correct bibliographic citation form.

Office Hours (325 Curry Bldg.):

Monday (4-5:30 pm), Thursday (1-2 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. 22**

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

Week 2: History and Development of Public Administration: 1887 to the Present **Aug. 29**

- Kettl text, ch. 2, 3
- * - 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" (31)
- Rosenbloom, "Public Administrative Theory and the Separation of Powers" (43)
- * - Denhardt & Denhardt, "The New Public Service" *PAR 2001(C)*

LABOR DAY – No class **Sept. 5**

Week 3: Introduction to the Library, Internet, and Public Affairs Holdings **Sept. 12**

(CLASS meets at 7:00 p.m., Citilab, 1st floor, Jackson Library)

- REVIEW your previous week's readings and PPTs
- Kettl, *System under Stress*, ch. 1

*Readings are found and numbered in *Classics*, the 7th ed. except when noted by C e-reserves. (Most articles are also found in the 6th and 8th ed.)

Week 4: The Political Environment of Public Bureaucracy: The External Controls Sept. 19
- **NOTE: topic due in class, as well as first abstract**

- Kettl text, ch. 5, 13, 14
- Kaufman, "Major Players: Bureaucracies in American Government" *PAR 2001(C)*
- Kettl, ch. 2
- Furlong, "Political Influence on the Bureaucracy: The Bureaucracy Speaks." *JPART, 1998(C)*

Week 5: Bureaucratic Accountability and Administrative Ethics: The Internal Controls on Public Administrators Sept. 26

NOTE: ****INTERNSHIP meeting before class—5:30 pm, location in Curry TBA**

- Kettl text, ch. 1 (reread), 6, 14 (reread)
- Rohr, "Ethics for Bureaucrats" (38)
- Thompson, "The Possibility of Administrative Ethics" (45)
- Waldo, "Public Administration and Ethics" Lane book(C)
- Lewis, "The Ethics Challenge in Public Service" (51)
- Adams & Balfour, "Unmasking Administrative Evil" (56)
- Kettl, ch. 3 (pp. 58-71)

Week 6: Development of Early Organization Theory: The Classical Bureaucratic Model and Human Relations Oct. 3

-short memo on paper topic due

- Kettl text, ch. 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" (19)

Week 7: Modern Organization Theory: Rational Decision Making, Bureaucratic Power & Politics, and Open Systems Oct. 10

- Kettl text, ch.10
- Merton, "Bureaucratic Structure and Personality" (12) (skim)
- Lindblom, "The Science of 'Muddling Through'" (20)
- Selznick, "The Cooptative Mechanism" (18)
- Downs, "The Life Cycle of Bureaus" (26)
- Katz and Kahn, "Organizations and the System Concept" (21)
- Bennis, "Organizations of the Future" (24) (skim)

FALL BREAK: Oct. 17-18

Week 8: Public Management, Reorganization, Reform, and Change: Oct. 24
Or is it “Groundhog Day all over again”?

- Kettl text, ch. 7 and reread ch. 6, pp. 149-161
- Kettl, ch. 3
- Brownlow, "Report of the President's Committee on Administrative Management" (10)
- Levine, "Organizational Decline and Cutback Management" (37)
- The National Performance Review, "From Red Tape to Results" (53) skim
- Barzelay, "Breaking through Bureaucracy" (52)
- Pianin, "Why Obama's Pitch for Government Reform Hit a Wall" (C)*Financial Times*

MPA ALUMNI REUNION – 6 pm, Fri., Oct. 28 (Alumni House)

Week 9: Midterm Exam (start at 7:00 p.m.; end at 9 p.m.) Oct. 31
-bring lined paper and pen (no bluebooks)

Week 10: Federalism and Intergovernmental Relations: Constant Change Nov. 7

- Kettl text, ch. 3 (reread)
- Kettl, ch. 4
- Grodzins, "The American System" (23)
- Wright, "Intergovernmental Relations" (36)
- Derthick, "American Federalism" (47)
- Pressman & Wildavsky, "Implementation" (33)
- Agranoff, "Inside Collaborative Networks" (59)

Week 11: Policy Analysis and Program Evaluation: How Do Nov. 14
We Know What Works and What Doesn't?

****ALUMNI Pizza Night – 3rd fl. Curry TBA - 5:30 pm**

- Kettl text, ch. 12
- Rivlin, "Systematic Thinking for Social Action" (32)
- Stone, "Policy Paradox" (57)
- Kettl, 5, 6, 7

Week 12: Public Personnel Administration: History, Merit, and Diversity Nov. 21

- Kettl text, ch. 8, 9
- Kaufman, "Administrative Decentralization and Political Power" (28)
- Mosher, "Democracy and the Public Service" (42) (skim)
- Krislov, "Representative Bureaucracy" (35)

- Ospina, "Realizing the Promise of Diversity" **Lane book (C)**
- Thomas, "From Affirmative Action to Affirming Diversity" (49)

Week 13: Public Budgeting: Process and Reforms

Nov. 28

- Kettl text, ch. 11
- Key, "The Lack of a Budgetary Theory" (13)
- Caiden, "Public Budgeting Amidst Uncertainty and Instability" (41)
- Rubin, "Perennial Budget Reform Proposals" (56)

Week 14: Public Governance and Collaboration: Citizens, Nonprofits and New Relationships

Dec. 5

- Moe, "Exploring the Limits of Privatization" (46)
- Whitaker, Altman-Sauer, and Henderson, "Mutual Accountability Between Governments and Nonprofits" *ARPA* 2004
- Osborne & Gaebler, "Reinventing Government" **Lane book (C)**
- Lipsky, "Street-Level Bureaucracy" (40)
- Agranoff, "Inside Collaborative Networks" (59)

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

Dec. 12

Papers are due this evening.

NOTE: Students are encouraged to take advantage of several events organized this fall by the department, ASPA chapter, or community organizations. Please plan to attend at least one of these programs to improve your knowledge of politics, public management, and local government.

Here are a couple free events I know of already:

National Folk Festival, Downtown Greensboro, Sept. 9-11

Center for Legislative Studies Lecture, "The Presidential Elections," Alan Abramowitz, Wed., Sept. 21 TBA.

ASPA Piedmont Triad Meetings, Thurs. lunch – Sept. 29, Oct. 27, and Nov. 17 (tentative dates) TBA