

# **Foundations of Public Administration**

PADM 600 / PLAN / UPA 661

Fall 2018

## **Professors:**

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Office Hours: By Appointment

Class Meetings: Tuesday 5:30pm – 8:15pm

## **COURSE DESCRIPTION**

This is an introductory course in public administration intended for graduate students. The course begins with an exploration of the underpinnings and origins of public administration in the U.S. Part I: The Context of Public Administration describes the historical evolution and development of the field of public administration. The nature and structure of the modern administrative state and the realities of American bureaucracy are explained and analyzed. Special attention is also given to the system of federalism and intergovernmental relations that defines and shapes the public-sector environment of managers at the local, state and federal levels of government. Part II: Management and Leadership in Public Organizations focuses on the internal dynamics of behavior within organizations. Organization theories are set forth as useful frameworks for helping managers better understand their organizations. Also, various decision-making models (e.g. rational, incremental, political etc.) are introduced which have proven to be useful for understanding the behavior of chief executives and managers in public organizations. The similarities and differences of managing in public, private and non-profit organizations are discussed. Part III: The Core Functions of Public Administration explores the intricacies of human resources management, the budgetary process and program implementation. Such public-sector labor-management issues as collective-bargaining, unionization, and workforce development are presented in light of the unique legal framework that shapes public personnel administration. The budgetary process is studied as a manifestation of political conflict over the allocation of limited public funds. And, program implementation is looked upon as one of the most challenging tasks of administering public policies and programs. Finally, Part IV: Challenges and Prospects in a Turbulent Future covers the discipline of contemporary public administration in the first decades of the 21st century. The need for greater administrative accountability and improved performance measurement is emphasized in light of the growing regulatory power of government. The important role of ethics in guiding public managers through turbulent times and in creating responsible government is studied.

## **COURSE OBJECTIVES**

Among other topics, this course purveys knowledge and skills associated with the following National Association of Schools of Public Affairs Administration (NASPAA) common curriculum components:

- Ability to lead and manage in public governance
- Ability to participate and contribute to the policy process
- Ability to analyze, synthesize, think critically, solve problems and make decisions
- Ability to articulate and apply a public service perspective
- Ability to communicate and interact productively with a diverse and changing workforce and citizenry

At the completion of this course, students will be able to:

- **Discuss** the development of public administration in the US and its influence on administrative theory and practice
- **Identify** key theoretical concepts and integrate those into research proposals
- **Develop** professionalization and social norms associated with the profession
- **Analyze** course materials and apply them in your research and professional objectives

## **INSTRUCTOR AVAILABILITY**

Email is our preferred method of communication; we are typically accessible from 10 a.m. – 6 p.m. M – F. I try to reserve weekends for my personal time. If these times are not convenient for you, please let me know and I will be happy to accommodate your schedule if at all possible. If your question or concern warrants an immediate response please do not hesitate to contact us via our cell phones at: Dr. Rollins – (601) 316-3509 or Dr. Grooms (202) 549-1779. We prefer you text first to let us know who you are and the nature of your concern. We provide you with these times to make it easier to communicate with us, not to limit our contact. Should you need to contact us outside these time frames, do not hesitate to do so. In the event a third party (e.g. parent) needs to contact us, please provide them our contact information listed under the "Instructor Information" button in Blackboard. We will respond to your inquiry within 24 hours of receipt except on weekends and holidays. If we do not respond in that time-frame, please resend your message.

## **SYLLABUS REVISIONS**

The course syllabus is a general plan for the course. We will announce deviations if necessary.

## **LATE ASSIGNMENTS POLICY**

Late assignments are not accepted.

## **CLASSROOM DECORUM**

Throughout the semester, there might be times where you disagree with us or a fellow student. We expect you to engage in conversations that explore difficult issues critically while respecting each other. Please use appropriate language and tone when exploring these issues. It is our discretion to remove students from class for not exhibiting proper tone and respect.

## **ATTENDANCE AND ASSIGNMENTS POLICY**

Please understand that **attendance is mandatory and it affects your final grade**. If you have an assignment due on the date that you are absent, we will require you to submit a verifiable excuse for your absence (e.g. doctor's note). If you do not submit a verifiable excuse, your assignment will not be accepted.

### **REQUIRED REFERENCE STYLE**

All written assignments must follow American Psychological Association (APA) style. Each APA citation has two parts, the in-text citation and the reference sheet entry. You must have both an in-text citation and a reference sheet entry for EVERY outside source you use. This link includes detailed information regarding APA compliance. [http://owl.english.purdue.edu/handouts/research/r\\_apa.html](http://owl.english.purdue.edu/handouts/research/r_apa.html)

### **REQUIRED TEXTS**

Jay Shafritz and Albert Hyde: [Classics of Public Administration 7<sup>th</sup> Edition](#) 978-1111-34274-6

### **ASSIGNMENTS**

#### **1. Attendance = 10%**

- a. Students are required to come to class. You are permitted 2 excused absences with proper documentation. Your final grade will be negatively affected if you have unexcused absence(s).

#### **2. Active Participation = 20%**

- a. This class will be taught in a seminar/discussion format. Students are responsible for reading the assigned materials prior to coming to class. Thoughtful, engaged participation that demonstrates proper class meeting preparation is required.
- b. Most class meetings will begin with a group exercise or discussion related to that evening's material.

#### **3. Reading Abstracts = 30%**

- a. Students are required to write an abstract for each of the readings from the textbook. The abstracts will be due 15 mins prior to the start of class and a hard copy is required for each class meeting. No exceptions.

#### **4. Thought Papers = 40%**

- a. Students are required to write a 10-page thought paper at the end of each content area; 4 total. See blackboard for instructions as well as an example.

## **COURSE SCHEDULE**

### **PART I: INTRODUCTION**

#### **1. August 21<sup>st</sup>                      TOPIC: Introduction, Expectations, and Overview of Course**

- a. **Course Introduction:**
- b. **Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm August 28th and hard copy at start of class

August 24<sup>th</sup>

**LAST DAY TO DROP/ADD**

## PART II: THE CONTEXT OF PUBLIC ADMINISTRATION

1. **August 28<sup>th</sup>**                      **TOPIC: The Power of Government**
  - a. **Group Exercise / Discussion.**
  - b. **Readings:** Must be read *PRIOR* to the start of class
    - i. Frank J. Goodnow (1900), Politics and Administration (Classics, p. 29-31)
    - ii. Paul Appleby (1945) Government is Different (Classics, p. 122-126)
    - iii. Herbert Kaufman (1969), Administrative Decentralization and Political Power (Classics, p. 264-276)
  - c. **Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm August 28<sup>th</sup> and hard copy at start of class
    - i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
  - d. **Lecture:** Governmental Regulation and Administrative Law
  - e. **Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm September 4<sup>th</sup> and hard copy at start of class
  
2. **September 4<sup>th</sup>**                      **TOPIC: The Discipline of Public Administration**
  - a. **Group Exercise / Discussion.**
  - b. **Readings:** Must be read *PRIOR* to the start of class
    - i. Woodrow Wilson (1887) The Study of Administration (Classics p. 16-28)
    - ii. Leonard D. White (1926) Introduction to the Study of Public Administration (Classics p. 50-57)
    - iii. Dwight Waldo (1948) The Administrative State: Conclusion (Classics p.141-145)
    - iv. H. George Frederickson (1971) Toward a New Public Administration (Classics p. 294-305)
    - v. David H. Rosenbloom (1983) Public Administrative Theory and the Separation of Powers (Classics p. 442-453)
    - vi. Mosher (p. 3-12, ONLINE on Blackboard)
    - vii. Mosher Ch. 3 (p. all, ONLINE on Blackboard)
  - c. **Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm September 4<sup>th</sup> and hard copy at start of class
    - i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
  - d. **Lecture:** Approaching the Study of Public Administration
  - e. **Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm September 11<sup>th</sup> and hard copy at start of class
  
3. **September 11<sup>th</sup>**                      **TOPIC: Bureaucracy**
  - a. **Group Exercise / Discussion.**
  - b. **Readings:** Must be read *PRIOR* to the start of class
    - i. Max Weber (1922) Bureaucracy (Classics p. 44-49)

- ii. Robert K. Merton (1940) Bureaucratic Structure and Personality (Classics p. 100-108)
  - iii. Warren Bennis (1967) Organizations of the Future (Classics p. 218-228)
  - iv. Anthony Downs (1967) The Life Cycle of Bureaus (Classics p. 237-249)
  - v. Michael Lipsky (1980) Street-Level Bureaucracy: The Critical Role of Street-Level Bureaucrats (Classics p. 412-419)
  - vi. Michael Barzelay with Babak J. Armanjani (1992) Breaking Through Bureaucracy (Classics p. 519-540)
- c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class
- i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
- d. Lecture:** Public Administration, Democracy and Bureaucratic Power
- e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm September 25<sup>th</sup> and hard copy at start of class
- 4. September 18<sup>th</sup> NO CLASS**
- a. Assignment:** Thought Paper #1 – The context of public administration  
**Due:** 11:59pm, Sunday, September 23<sup>rd</sup>

## PART III: MANAGEMENT AND LEADERSHIP IN PUBLIC ORGANIZATIONS

- 5. September 25<sup>th</sup> TOPIC: Intergovernmental Relations**
- a. Group Exercise / Discussion.**
  - b. Readings:** Must be read *PRIOR* to the start of class
    - i. Morton Grodzins (1966) The American System (Classics, p. 213-217)
    - ii. Deil S. Wright (1974) Federalism, Intergovernmental Relations: An Analytical Overview (Classics, p. 333-346)
    - iii. Martha Derthick (1987) American Federalism: Madison's Middle Ground in the 1980's (Classics, p. 479-489)
    - iv. Joseph S. Nye Jr. (2002) Information Technology and Democratic Governance (Classics, p. 569-578)
    - v. Robert Agranoff (2006) Inside Collaborative Networks: Ten Lessons for Public Managers (Classics, p. 610-621)
  - c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class
    - i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
  - d. Lecture:** Federalism and Intergovernmental Relations
  - e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm October 2<sup>nd</sup> and hard copy at start of class

**6. October 2<sup>nd</sup> TOPIC: Organization Theory**

**a. Group Exercise / Discussion.**

**b. Readings:** Must be read *PRIOR* to the start of class

- i. Frederick W. Taylor (1912) Scientific Management (Classics, p. 37-39)
- ii. Mary Parker Follett (1926) The Giving of Orders (Classics, p. 58-65)
- iii. Luther Gulick (1937) Note on the Theory of Organization (Classics, p. 81-89)
- iv. Chester I. Barnard (1938) Informal Organizations and Their Relation to formal Organization (Classics, p. 95-99)
- v. Herbert A. Simon (1946) The Proverbs of Administration (Classics, p. 127-140)

**c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class

- i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)

**d. Lecture:** Organizational Theory

**e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm October 16<sup>th</sup> and hard copy at start of class

**7. October 9<sup>th</sup> NO CLASS**

**a. Assignment:** Thought Paper #2 – Management and Leadership in Public Organizations

**Due:** 11:59pm, Sunday, October 28<sup>th</sup>

**8. October 16<sup>th</sup> TOPIC: Human Resources Management**

**a. Group Exercise / Discussion.**

**b. Readings:** Must be read *PRIOR* to the start of class

- i. A. H. Maslow (1943) A Theory of Human Motivation (Classics, p. 114-121)
- ii. Douglas Murray McGregor (1957) The Human Side of Enterprise (Classics, p. 153-158)
- iii. Samuel Krislov (1974) Representative Bureaucracy (Classics, p. 328-332)
- iv. Frederick C. Mosher (1982) Democracy and the Public Service: The Collective Services (Classics, p. 431-441)
- v. R. Roosevelt Thomas, Jr., (1990) From Affirmative Action to Affirming Diversity (Classics, p. 497-504)
- vi. Camilla Stivers (1990) Toward a Feminist Perspective in Public Administration Theory (Classics p. 505-513)

**c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class

- i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)

**d. Lecture:** Public Personnel Administration and Human Resources Development

**e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm October 23<sup>rd</sup> and hard copy at start of class

October 19<sup>th</sup>

**LAST DAY TO WITHDRAW**

## PART IV: THE CORE FUNCTIONS OF PUBLIC MANAGEMENT

### 9. October 23<sup>rd</sup> TOPIC: Public Management

**a. Group Exercise / Discussion.**

**b. Readings:** Must be read *PRIOR* to the start of class

- i. Jane Addams (1904) Problems of Municipal Administration (Classics, p. 32-36)
- ii. Louis Brownlow, Charles E. Merriam, & Luther Gulick (1937) Report of the President's Committee on Administrative Management (Classics, p. 90-94)
- iii. Graham T. Allison (1980) Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects? (Classics, p. 395-411)
- iv. Ronald C. Moe (1987) Exploring the Limits of Privatization (Classics, p. 469-478)
- v. Mark H. Moore (1995) Creating Public Value: Strategic Management in Government (Classics, p. 549-561)

**c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class

- i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)

**d. Lecture:** The Challenges of Administrative Leadership

**e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm October 30<sup>th</sup> and hard copy at start of class

### REMINDER: Thought Paper #2 due Oct 28 @ 11:59pm

### 10. October 30<sup>th</sup> TOPIC: Public Policy & Decision-making

**a. Group Exercise / Discussion.**

**b. Readings:** Must be read *PRIOR* to the start of class

- i. Charles E. Lindblom (1959) The Science of "Muddling Through" (Classics, p. 159-169)
- ii. Yehezkel Dror (1967) Policy Analysts: A New Professional Role in Government Service (Classics, p. 229-236)
- iii. Theodore J. Lowi (1969) The End of Liberalism: The Indictment (Classics, p. 277-280)
- iv. John W. Kingdon (1995) How Does An Idea's Time Come? Agenda, Alternatives, and Public Policies (Classics, p. 454-459)
- v. Deborah Stone (2002) Policy Paradox: The Art of Political Decision-Making (Classics, p. 591-597)

**c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class

- i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)

**d. Lecture:** Decision Making in Public Administration

**e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm November 6<sup>th</sup> and hard copy at start of class

**11. November 6<sup>th</sup> TOPIC: Implementation and Performance Management**

- a. Group Exercise / Discussion.**
- b. Readings:** Must be read *PRIOR* to the start of class
  - i. Martin Landau, Redundancy, Rationality, and the Problem of Duplication and Overlap (1969) (Classics, p. 281-293)
  - ii. Alice M. Rivlin (1971) Systematic Thinking for Social Action (Classics, p. 306-316)
  - iii. Jeffrey L. Pressman & Aaron Wildavsky (1973) Implementation (Classics, p. 317-320)
  - iv. The National Performance Review (1993) From Red Tape to Results: Creating a Government That Works Better and Costs Less (Classics p. 541-548)
- c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class
  - i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
- d. Lecture:** Public Policy and Program Implementation
- e. Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm November 27<sup>th</sup> and hard copy at start of class

**12. November 13<sup>th</sup> NO CLASS**

- a. Assignment:** Thought Paper #3 – The core functions of public management  
**Due:** 11:59pm, Sunday, November 18<sup>th</sup>

November 20<sup>th</sup> **THANKSGIVING BREAK**

**PART V: CHALLENGES AND PROSPECTS IN A TURBULENT FUTURE**

**13. November 27<sup>th</sup> TOPIC: Ethics**

- a. Group Exercise / Discussion.**
- b. Readings:** Must be read *PRIOR* to the start of class
  - i. Frederick C. Mosher & Others (1974) Watergate: Implications for Responsible Government (Classics, p. 321-327)
  - ii. John A. Rohr (1979) Ethics for Bureaucrats: An Essay on Law and Values (Classics, p. 361-369)
  - iii. Dennis F. Thompson (1985) The Possibility of Administrative Ethics (Classics, p. 460-468)
  - iv. Carol W. Lewis (1991) The Ethics Challenge in Public Service (Classics, p. 514-518)
  - v. Guy B. Adams and Danny L. Balfour (2004) Unmasking Administrative Evil: Searching for a Basis for Public Ethics (Classics, p. 598-609)
- c. Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class

- i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
- d. **Lecture:** Public Administration in a Time of Conflict and Social Change
- e. **Homework (Next Week's Group Exercise):** Submission to Blackboard due by 5:15pm November 27<sup>th</sup> and hard copy at start of class

**14. December 4<sup>th</sup> TOPIC: Diversity Management**

- a. **Group Exercise / Discussion.**
- b. **Readings:** Must be read *PRIOR* to the start of class
  - i. Barbara Hewins-Maroney and Ethel Williams (2007). Teaching Diversity in Public Administration: A Missing Component? *Journal of Public Affairs Education*, 13(1), 29-40 (ONLINE on Blackboard)
  - ii. Mary Guy and Sean McCandless (2012). Social equity: Its legacy, its promise. *Public Administration Review*, 72(s1), S5-S13 (ONLINE on Blackboard)
  - iii. Anthony Starke, Nuri Heckler, and Janiece Mackay (2018). Administrative racism: Public administration education and racism. *Journal of Public Affairs Education*, March 2018, 1-21 (ONLINE on Blackboard)
  - iv. Mitchell Rice (2007). Promoting cultural competency in public administration and public service delivery: Utilizing self-assessment tools and performance measures. *Journal of Public Affairs Education*, 13(1), 41-57 (ONLINE on Blackboard)
  - v. Aaron C. Rollins, Jr. and Wes Grooms (forthcoming in *Administrative Theory & Praxis*) Public Administrator Practice as Recognition: A Philosophical Case for Public Sector Cultural Competence (ONLINE on Blackboard)
- c. **Weekly abstract writing assignment:** Submission to Blackboard due by 5:15pm and hard copy at start of class
  - i. Write an abstract for each of this week's assigned readings from the course text that adheres to the abstract writing guidelines handout (on Blackboard)
- d. **Lecture:** Public Administration in a Time of Conflict and Social Change (cont'd)

**15. December 11<sup>th</sup> NO CLASS**

- a. **Assignment:** Thought Paper #4 – Challenges and prospects in a turbulent future  
**Due:** 11:59pm, **Thursday, December 13<sup>th</sup>**