

Syllabus for POLS 2180, Section 001
Introduction to Public Administration
Fall 2015
MWF 12:45 pm – 2:00 pm, C-011

Professor: Dr. Daniel J. Mallinson

Office:	K-125
Office Hours:	Mondays and Fridays 10 am – 11 am
Email:	Daniel.Mallinson@stockton.edu
Twitter:	@djmallinson
Class hashtag	#pols2180
Course Webpage	https://djmallinson.wordpress.com/pols2180fall2015/

Course Description

The political process does not end with the passage of a law. Public administrators are tasked with implementing the laws provided to them by legislators and executives. This course provides an overview of the field of Public Administration, while also examining how political scientists have evaluated the field. We will not only discuss the nuts and bolts of public administration, but also the development of guiding theories of the bureaucratic state. We will see how these theories shaped the practice of public administration over time. Students interested in pursuing a Masters in Public Administration will find this course useful, but it should also be of interest to those intrigued by the policy process. Students will not only learn about administration, but they will also try their hand at evaluating and re-designing a public service institution of their choice.

Prerequisites: There are no specific prerequisites for this course, however it will be very helpful to have a basic understanding of the structure and function of government in the United States.

Learning Goals and Objectives

- Goal 1: Understand the development of public administration theory
 - Objective 1a: Students will learn about the history of public administration in the United States
 - Objective 1b: Students will learn to compare and contrast competing theories of public goods provision

- Goal 2: Develop a broad understanding of the core concepts of public administration
 - Objective 2a: Students will compare and contrast competing organizational and bureaucratic theories
 - Objective 2b: Students will compare and contrast alternative methods of budgeting
 - Objective 2c: Students will understand the basic tenants of personnel management, evaluation, and accountability
- Goal 3: Develop critical thinking and problem solving skills
 - Objective 3a: Students will learn to critically evaluate the structure and performance of government bureaucracy
 - Objective 3b: Students will re-design their own bureaucratic agency for the purpose of addressing a pressing national problem

Methods for Learning and Teaching: This course will contain a mix of lecture, class discussion, and in-class activities. It is vital for your own comprehension of the course material that you come to class prepared to discuss the readings and any relevant happenings in the news. Periodically, you will be tested on your comprehension of the core concepts of the class.

Reaching Our Goals

Attendance: Your attendance in class is always expected. Attending class will allow you to keep up with the course and provide for meaningful discussion as a class. I will be taking attendance in order to grade participation, but also as a way to get to know you. Please contact me via [e-mail](#) if you are unable to attend class. I will follow the University's attendance policy when it comes to excused absences. See http://intraweb.stockton.edu/eyos/policypro/content/docs/2030_060414.pdf.

Preparation and Participation: I expect you to read the assigned material before class and be able to discuss what you read. Contributing to class discussion will make the course more interesting and will enhance your understanding of the material. Furthermore, it is helpful to keep up with current policy debates in the news, since they will be useful for reinforcing the concepts discussed in class.

Do Not Suffer in Silence: Please do not suffer in silence throughout the course if you are struggling. Instead, let me know — as soon as possible — what things are not making sense and we can work it out. If you are having a problem of any kind in the course, please talk to me about it.

Be Flexible: While the syllabus represents an agreement between us, I reserve the right to revise and modify it throughout the course, if it is necessary to achieve our goals. Situations beyond either of our control can also emerge that require changes to the course. I will notify you right away when any changes are made.

Cell Phones and Laptops: Please be respectful of your fellow students and me by silencing your cell phone during class and limiting laptop use to only class-related activity.¹

Current Events: Politics happens in real time and the material we cover in class relates to these events. This is a great opportunity to become informed about political happenings nationally, in New Jersey, and in Atlantic City. We will regularly discuss current events that are related to the class. Please be aware of what is going on, particularly as it relates to government bureaucracy. I will regularly tweet news stories relevant to our class using the hashtag #pols2180.

E-mail Policy: I will work to respond to e-mails within 24 hours during the week and 48 hours on the weekend.

Readings

The following book is required for the course:

Kettl, Donald F. 2014. *Politics of the Administrative Process*. Sixth Edition. Washington, DC: Sage Publications. ISBN: 9781483332932.

Additional required readings that are not from the Kettl book will be made available on Blackboard.

Textbooks are expensive. Please feel free to buy the fifth edition of the Kettl text. In order to help you keep track of readings in the fifth edition, I have listed the page numbers for both the fifth and sixth editions in the course schedule below.

Lecture Slides

I will be using lecture slides throughout the course. These will be uploaded to the [course website](#) prior to each class period.

¹In fact, research demonstrates that students who take handwritten notes generally perform better than those that use laptops: Mueller, Pam A. and Daniel M. Oppenheimer. 2014. "The Pen Is Mightier Than the Keyboard: Advantages of Longhand Over Laptop Note Taking." *Psychological Science* 25(6): 1159-1168.

Assessing Your Progress Towards Our Goals

The following types of assessment will be used to track your progress towards meeting our course goals: (Almost) weekly writing assignments, a final project, attendance, and participation. Each component represents the following percentage of your final grade:

(Almost) Weekly Assignments	50%
Bureaucracy Design Project	40%
Attendance and Participation	10%

We will use the following grade scale:

Letter	Percent
A	94 to 100
A-	90 to 93
B+	87 to 89
B	83 to 86
B-	80 to 82
C+	77 to 79
C	73 to 76
C-	70 to 72
D	60 to 69
F	59 and below

(Almost) Weekly Assignments: Most weeks there will be a short writing assignment assigned based on the content for that week. Each assignment can be found in [Appendix A](#) of this syllabus, so you can start working on them as soon as you would like. Each assignment asks you to integrate the content from the course with practical situations in public administration. Recognizing that it can be difficult to turn these assignments around each week and that we all have off weeks, I will drop your lowest grade at the end of the semester. This is also why I have provided the prompts ahead of time. The assignments should be uploaded to Blackboard by the start of the class period they are due.

Bureaucracy Design Project: Each student will choose a government agency that they would like to evaluate throughout the course and re-design. I will need to know which agency you have chosen by **September 18** because you will use this agency to complete some of the (almost) weekly writing assignments. At each stage, you will evaluate different aspects of the agency's design and the motivations of its principals and agents. Then, in the final assignment (**Due December 16th**), you will re-design the agency to make it effective and efficient (or, more likely, a balance of the two). Please see [Appendix B](#) at the end of the syllabus for more details.

Participation: Attending class is incredibly important. It not only enriches the learning experience for yourself and your classmates, but also prepares you for succeeding in the working world. Thus, attendance and participation will represent 10 percent of your final score. See Appendix C for participation grading guidelines.

Students also have an obligation to notify me within the first three weeks of the semester if they will miss any class session due to a religious observance. I am pleased to do this, but will need notification in order to plan make-up work.

Make-Up Grades: You are allowed to make-up academic work only in the case of excused absences. These absences may include missing class for a [University-sanctioned activity \(with proper documentation\)](#), [illness](#), [religious observance](#), or [family emergency](#). If you know in advance that you are going to miss class, please contact me before the absence to make arrangements for completing the work. If you are absent for an unexpected reason, please check in with me as soon as possible. You will have one week from the day of your return to class to make up a missed assignment.

Extra Credit: There is currently one opportunity for extra credit this semester. On September 16, Stockton has invited Bryan Stevenson as its Constitution Day keynote speaker. Professor Stevenson is one of the most respected civil rights attorneys in the country. His keynote address will focus on the Constitution and issues of racial justice. Given the recent events in Charleston, Baltimore, Ferguson, and other cities across the United States, this talk is highly relevant to our class. I will extend up to 2 percentage points of extra credit for attending his talk (6:30 pm in the Campus Center Event Room). You must submit a 2-3 page discussion of his talk and how it applies to what we are learning in class. This is due on Blackboard by class on Friday September 25.

Academic Honesty

Stockton University takes violations of academic dishonesty seriously and so do I. Observing basic honesty in one's work, words, ideas, and actions is a principle to which all members of the community are required to subscribe.

This course includes both individual and group assignments. All course work by students is to be done on an individual basis unless I clearly state that an alternative is acceptable. Any reference materials used in the preparation of any assignment must be explicitly cited. Students uncertain about proper citation should speak with me and review the following website ([Link](#)) about conducting research and properly citing sources. Furthermore, please choose a [single citation style](#) and stick with it.

In an examination setting, unless I give explicit prior instructions to the contrary, whether the examination is in class or take home, violations of academic integrity shall consist but

are not limited to any attempt to receive assistance from written or printed aids, or from any person or papers or electronic devices, or of any attempt to give assistance, whether the one so doing has completed his or her own work or not.

Lying to me also constitutes a violation of academic integrity.

In cases of any violation of academic integrity it is my policy to follow procedures established by the University. More information on academic integrity and procedures followed for violation can be found at <http://intraweb.stockton.edu/eyos/page.cfm?siteID=209&pageID=17>.

Disabilities

The Learning Access Program (LAP) ([Link](#)) provides services to students with disabilities. The services are meant to help students devise strategies for meeting college demands and to foster independence, responsibility, and self-advocacy. Registration for support services is strictly voluntary and on a confidential basis. Students MUST contact LAP immediately when they want to request reasonable accommodations for this course and can do so at any time during the semester, though earlier is better.

Course Schedule

We will attempt to follow this schedule as closely as possible, but we may take more time on some concepts and less time on others. For this reason, a digital version of this syllabus can be found on [my website](#). Slides used in class will also be posted on the online syllabus before class. All changes to the schedule will be announced in class or via e-mail and the online syllabus will be constantly up-to-date. Required course readings are listed and due dates for assignments are in bold. Links to some additional readings are included in the syllabus on my website, others will be uploaded to Blackboard. If you have trouble, please do not hesitate to [e-mail](#) me. Kettl 5 refers to where the required readings are located in the fifth edition of the textbook and Kettl 6 refers to where they are located in the sixth edition.

Week 1: Introduction

- September 2: Why Study Public Administration?
- September 4: The Administrative State
 - Kettl 5, pp. 29-37, 53-58
 - Kettl 6, Chapter 2

Week 2: What is Public Administration?

- September 7: No Class – Labor Day
- September 9: The History of Public Administration
 - Kettl 5, pp. 47-53
 - Kettl 6, pp. 62-74
- September 11: Distinguishing Public/Private and Politics/Administration
 - Kettl 5, pp. 37-46
 - Kettl 6, pp. 52-62

Week 3: Public Administration and Organizational Theory

- September 14: The Domain of Study
 - Kettl 5, Chapters 3 and 13
 - Kettl 6, Chapters 5 and 13
- September 16: PA and the Constitution
 - Riggs, Fred W. 1994. “Bureaucracy and the Constitution.” *Public Administration Review* 54(1): 65-72.
- September 16: Constitution Day Speaker
 - [Bryan Stevenson](#)
 - 6:30 pm in the Campus Center Event Room
 - **Extra Credit opportunity (see above)**
- September 18: Org. Theory: Structuralist Approaches
 - Kettl 5, pp. 91-101
 - Kettl 6, pp. 75-84
 - **Introductory Assignment Due**
 - **Report choice of federal agency**

Week 4: Organizational Theory

- September 21: Org. Theory: Environmental Approaches
 - Kettl 5, pp. 101-106
 - Kettl 6, pp. 85-89
- September 23: Org. Theory: Human Relations Approaches
 - Kettl 5, pp. 106-114
 - Kettl 6, pp. 89-94
- September 25: Careers in Public Administration

Week 5: Organizational Theory and Reform

- September 28: Org. Theory: The Pluralist Challenge
 - Kettl 5, pp. 114-127 (I Think, please confirm)
 - Kettl 6, pp. 94-109
- September 30: Traditional Administrative Reform
 - Kettl 5, Chapter 5
 - Kettl 6, Chapter 5
- October 2: Modern Administrative Reform
 - Kettl 5, pp. 114-121 and Chapter 7
 - Kettl 6, pp. 97-99 and Chapter 7
 - **Organizational Theory Assignment Due**

Week 6: Personnel in Public Administration

- October 5: The Evolution of the Civil Service System
 - Kettl 5, pp. 233-238
 - Kettl 6, pp. 190-192

- October 7: Doing Personnel Administration
 - Kettl 5, pp. 238-252
 - Kettl 6, pp. 192-206
- October 9: Problems of Personnel Management
 - Kettl 5, pp. 253-271 and Chapter 9
 - Kettl 6, pp. 206-223 and Chapter 9
 - **Administrative Reform Assignment Due**

Week 7: Decision and Policy-Making

- October 12: Theories of Decision Making
 - Kettl 5, Chapter 10
 - Kettl 6, Chapter 10
- October 14: The Policymaking Process
 - Kraft, Michael E. and Scott R. Furlong. 2013. *Public Policy*, 4th Edition. Chapter 3.
- October 16: How Budgets are Made
 - Kettl 5, Chapter 11
 - Kettl 6, Chapter 11
 - **Personnel Management Assignment Due**

Week 8: Budgeting

- October 19: Rational Budgeting Approaches
 - Schick, Allen. 1966. “The Road to PPB: The Stages of Budget Reform.” *Public Administration Review* 26(4): 243-258.
- October 21: Incremental Budgeting Approaches
 - Wildavsky, Aaron. 1978. “A Budget for All Seasons? Why the Traditional Budget Lasts.” *Public Administration Review* 38(6): 501-509.

- October 23: Economic Models of Budgeting
 - Ostrom, Vincent and Elinor Ostrom. 1977. “Public Choice: A Different Approach to the Study of Public Administration.” *Public Administration Review* 31(2): 203-216.
 - **Decision and Policy-Making Assignment Due**

Week 9: Budgeting and Management

- October 26: Political Models of Budgeting
 - Wlezien, Christopher. 1995. “The Public as Thermostat: Dynamics of Preferences for Spending.” *American Journal of Political Science* 39(4): 981-1000.
- October 28: Current Crises in Political Spending
 - Posner, Paul and Matthew Sommerfeld. 2012. “The Politics of Fiscal Austerity: Implications for the United States.” *Public Budgeting & Finance* 32(3): 32-52.
- October 30: The Management Problem
 - Kettl 5, Chapter 6
 - Kettl 6, Chapter 6

Week 10: Management

- November 2: The Nature of Management
 - Behn, Robert. 1996. “Public Management: Should It Strive to be Art, Science, or Engineering?” *Journal of Public Administration Research and Theory* 6(1): 91-123.
- November 4: No Class – Advising Day
- November 6: The Implementation Problem
 - Kettl 5, Chapter 12
 - Kettl 6, Chapter 12
 - **Budgeting Assignment Due**

Week 11: Evaluation and Accountability

- November 9: Methods of Evaluation
 - Poland, Orville F. 1974. “Program Evaluation and Administrative Theory.” *Public Administration Review* 34(4): 333-338.
- November 11: The Problem of Bureaucratic Accountability
 - Kettl 5, Chapters 1 and 14
 - Kettl 6, Chapters 1 and 14
- November 13: Democracy vs. Professionalism: The Friedrich-Finer Debate
 - Finer, Herman. 1941. “Administrative Responsibility in Democratic Government.” *Public Administration Review* 1(4): 335-350.
 - Friedrich, Carl Joachim. 1940. “Public Policy and the Nature of Administrative Responsibility.” In *Public Policy: A Yearbook of the Graduate School of Public Administration, Harvard University, 1940* edited by C. J. Friedrich and Edward S. Mason. Cambridge, MA: Harvard University Press.

Week 12: The Politics of Bureaucracy

- November 16: Cogs in the Machine?
 - Breton, Albert and Ronald Wintrobe. 1986. “The Bureaucracy of Murder Revisited.” *Journal of Political Economy* 94(5): 905-926.
- November 18: The Principal-Agent Approach
 - Moe, Terry M. 1994. “Integrating Politics and Organizations: Positive Theory and Public Administration.” *Journal of Public Administration Research and Theory* 4(1): 17-26.
- November 20: Theories of Bureaucratic Politics
 - Hill, Larry B. 1991. “Who Governs the American Administrative State? A Bureaucratic-Centered Image of Governance.” *Journal of Public Administration Research and Theory* 1(3): 261-294.
 - **Management and Evaluation Assignment Due**

Week 13: Designing Public Service Institutions

- November 23: Market Failure and Traditional PA
 - Weber, Max. 1922. “Bureaucracy.” In *Classics of Public Administration*.
- November 25: Non-Market Failure and Limited Government
 - Vickers, John and George Yarrow. 1991. “Economic Perspectives on Privatization.” *Journal of Economic Issues* 5(2): 111-132.
- November 27: No Class – Thanksgiving Break

Week 14: Designing Public Service Institutions

- November 30: Quasi-Markets and Quasi-Market Failure
 - Milward, H. Brinton and Keith G. Provan. 2000. “Governing the Hollow State.” *Journal of Public Administration Research and Theory* 10(2): 359-379.
- December 2: Competitive Bureaucracy
 - Huntington, Samuel P. 1961. “Interservice Competition and the Political Roles of the Armed Services.” *American Political Science Review* 55 (1): 40-52.
- December 4: Understanding Preferences
 - Wise, Lois. 2004. “Bureaucratic Posture: On the Need for a Composite Theory of Bureaucratic Behavior.” *Public Administration Review* 64(6): 669-680.

Week 15: Designing Public Service Institutions

- December 7: Methods of Control
 - McCubbins, Matthew D. and Thomas Schwartz. 1984. “Congressional Oversight Overlooked: Police Patrols versus Fire Alarms.” *American Journal of Political Science* 28(1): 165-179.
- December 9: Making a Choice
- December 11: No Class – Reading Day

Week 16:

- December 16: Bureaucracy Design Project Due via Blackboard by 2:45 pm

Appendices

A (Almost) Weekly Writing Assignments

Please only spend 1-2 single spaced pages on each question for each assignment (sometimes less than 1 full page works fine). Of course, note that some questions are multi-part. Be clear and succinct in your answers and label the start of each answer with the appropriate question number. Assignments should be uploaded to Blackboard by the start of the class they are due.

A.1 Introductory Assignment (Due September 18)

1. How does the job of government vary by level, function, and who provides the goods and services?
2. What is the politics-administration dichotomy? Is it possible to keep the two separated? Use examples from Chapters 5 (the Executive Branch) and 13 (Regulation and the Courts).
3. Discuss how the following three values are in conflict and how they may be brought into harmony with each other:
 - Fair procedures
 - Sound decisions
 - Policy advancement
4. What agency will you be learning about during the semester?

A.2 Organizational Theory Assignment (Due October 2)

1. Compare and contrast the structural, systems, humanist, and pluralist approaches to organizational theory. What are the strengths and weaknesses of each? What can we learn about government administration from each of them?
2. What theory best characterizes your chosen agency and why?

A.3 Administrative Reform Assignment (Due October 9)

1. Begin by summarizing the core tenants of the traditional and modern approaches to administrative reform. Then, discuss why they are so different. Which do you believe to be the most effective? Why? Should we *always* choose one over the other, or does the context of the situation affect which option we choose?
2. Research the history of your executive agency. Has it undergone substantial reform over time? If so, what kind of reform? If you were to make the agency more effective, would you use traditional or modern reform methods?

A.4 Personnel Management Assignment (Due October 16)

1. What are the benefits and drawbacks of using political appointees to head an agency? What are the benefits and drawbacks of using a career leader? What contextual factors help you make a decision about which type of leader to use?
2. What are the benefits and drawbacks of a civil service system?
3. Does your agency have a lot of political appointees at the top or is it headed by primarily career leadership? Is the type of leadership appropriate for the agency given what it does? Could it benefit from a different leadership structure? Why?

A.5 Decision and Policy-Making Assignment (Due October 23)

1. Describe the primary tenants and criticisms of the rational, bargaining, participative, and public choice theories of decision making. Provide your assessment for which of these theories is the best for designing bureaucratic decision making.
2. Using the theory you think is best from Question 1, discuss who makes decisions in your agency. How might they gather information? What might their values be and how are they determined? How might they deal with inevitable uncertainty? How might they overcome information pathologies?

A.6 Budgeting Assignment (Due November 6)

1. Compare and contrast the rational, incremental, economic, and political models of budgeting. What are their strong and weak points? Make an argument for which model makes the most sense.
2. What role should the public have in setting budget priorities for the federal government? Use your chosen agency as a case study. Can the public have a meaningful role in setting your agency's budgeting priorities? If so, how? If not, why?

A.7 Management and Evaluation Assignment (Due November 20)

1. Given what you read in Kettl Chapter 6 and Behn (1996), in what ways is public management a science? In what ways it is an art? In what way does it resemble engineering?
2. What are the challenges we face in evaluating the effectiveness of bureaucratic agencies?
3. Is contracting out the answer to ineffective and costly government administration? Why or why not? Make sure you evaluate its advantages and disadvantages.

B Bureaucracy Design Project

The final project for this course builds successively throughout the class as we learn how to evaluate the goals and competing preferences that shape bureaucratic behavior and the effectiveness and efficiency of bureaucratic structure. Some of the (Almost) Weekly Assignments will serve as building blocks for the final bureaucratic design project. They will also allow me to evaluate how well you understand the material we are covering in class. The evaluations will require higher-order thinking.

First, you will be required to select a federal agency that you would like to learn more about throughout the course. You will need to make your choice by the time the first assignment is due (**September 18**).

Then, using the menu-based approach that we learn in class, you will evaluate your agency and explain how and why you would make changes to its organizational design in order to make it more effective and/or efficient. You do not have to change every aspect of your agency, but you still need to defend why you did not change something. Using the following questions as a guide for completing this assignment.

Criteria:

1. Why does the agency exist? What is its purpose and what goods/services does it provide?
2. What market failure do these goods and/or services seek to correct?
3. How will the agency be structured to best meet its purpose(s)?
4. Who are the principals and who are the agents?
5. What are the preferences of the principal(s) and agent(s) and how do you adjudicate between them?
6. How do the principals control the behavior of agents (choose and apply a method of bureaucratic control)?
7. How will you evaluate the effectiveness of the agency? Include specific criteria and examples of what an effective delivery of public goods/services looks like.

The final assignment must be uploaded to Blackboard by 2:45 pm on December 16th (our designated finals period).

C Participation Grading Guidelines

A = A student earning an A comes to nearly all classes prepared and can demonstrate superior comprehension of the material. They contribute to the class conversation, but don't dominate it. They make thoughtful contributions that advance conversation, showing interest in and respect for others views. They are demonstrably engaged in course material and content.

B = A student earning a B misses only a few classes, but attends having completed the readings and is able to demonstrate comprehension of the readings, perhaps lacking fully integrated views toward the material. They make thoughtful comments when called upon, show respect and interest in other students views, and occasionally contribute without prompting. This student is making a good-faith effort to participate in class, but may not have the integration of ideas of an A student or may not participate as often.

C = A student earning a C misses several classes, but arrives having completed the readings and able to discuss their most basic tenets. This student does not voluntarily contribute to class and gives only minimal answers when called upon. They are putting forward some effort, but appear to be uninterested in the material and do not participate much without prompting.

D = A student earning a D misses close to half of the classes, and when present has difficulty positively contributing. This student does not voluntarily contribute to class, and when prompted, gives responses that may be off-topic and demonstrate a lack of knowledge or preparedness. They are putting forth less than average effort in the course and may be having a negative impact on others.

F = A student earning an F misses over half of the classes, and when present, cannot demonstrate they have read the material or thought about the concepts. This student does not voluntarily contribute to class and does not give answers related to the question being asked when prompted. They do not appear to be interested in the content of the class and are putting forth a very minimal level of effort.