

MPA 8001 Public Administration Theory
Summer Semester 2018
Tuesday 5:45 PM to 8:40 PM **SAC 310**

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Graduate Catalog Course Description

Tension between bureaucracy-democracy; theories about the nature and development of public administration in the United States

Prerequisites

None

Course Rationale

In this foundational core course in our MPA program, we will explore many of the fundamental questions generating discussion in the study and practice of public administration, especially in the United States (US). What forces influenced the development of the US administrative system since the adoption of the Constitution in 1789? Does public administration have a unique identity - one that is fundamentally different from private administration? How can a public administrator's action be legitimized in a Liberal-Democracy? What theories guide public administrators? How have theories changed over time? How must public administration change in order to be effective in the 21st Century? As we discuss these questions, we will consult some of the leading scholars and consider numerous examples from the practice of public administration in the United States.

Required Textbooks and Other Sources

There are two required texts. You should purchase these texts (which are available in the University Shop in Kennedy Hall). The other sources used in the course are handouts that I will provide to you, texts on electronic reserve, and websites.

Richard J. Stillman II. 2010. **Public Administration: Concepts and Cases**. Ninth Edition.
Boston: Houghton Mifflin Company.

Lester M. Salamon. 2015. **The Resilient Sector Revisited: The New Challenge To Nonprofit America**. Washington, DC: Brookings Institution Press.

Comprehensive Final Exam

A comprehensive final exam is scheduled for **Tuesday, July 31st from 5:45 – 6:45 via Blackboard**. The exam provides you with the opportunity to demonstrate your grasp of the information reviewed in the course. It will consist of **two** essay questions. You will answer **one** of the questions. In order to help you prepare for the exam a list of **six study questions** will be given to you at least one week prior to the exam. The two exam questions will be selected randomly from this list of study questions. You are responsible for knowing the material presented during class discussions and in the required reading assignments. Do not use information prepared for previous versions of this course – for example, using information available in files related to this course is prohibited. The exam is both open book and open note.

Participation

Participation is the key to a successful seminar. Although I will introduce topics in a lecture-style each week, my main role is facilitative in nature. I expect you to discuss issues, answer questions, and raise questions during our weekly meetings. Not only does your grade depend in part on your participation; the value of the course to you in the future depends on your now being active. If you cannot attend class, let me know in advance if possible. If you miss a class, I will ask you to write answers to several questions about the reading assigned for that class. Four absences are considered excessive (see attendance policy at <http://www1.villanova.edu/villanova/artsci/publicadmin/graduate/mpa.html>)

Writing Assignment: Memos

The memo is the most basic means of communication within complex organizations. Writing clear, brief, accurate memos is an essential skill in the repertoire of any successful public administrator or policy analyst. A skillfully crafted memo has many advantages, including (1) improving the reader's understanding of the topic, (2) saving time by making the information available to many people at once, (3) providing the basis for securing an agreement among contending people, and (4) providing a written record that may become important in reviewing the history of decisions made within the organization.

In this course, you will write **three** memos. You are required to work independently on the memos. Each memo must be less than 1000 words. Exceeding this limit is not permitted and will result in a one letter grade deduction for the assignment. Use one inch margins, a 12 point font and double-spacing. Each memo must have the following information at the top of the first page: (1) the date sent; (2) my name as the recipient; (3) your name as the person sending the memo; and (4) a "subject heading" that describes the main topic discussed and identifies the type of memo (see below). At the end of each memo please provide a reference list using APA style documentation.

Memo 1: Write an analysis in which you explain how a theory or concept helps us understand what has occurred in the case study. This "analysis" memo should include (1) the definition and

explanation of the theory or concept you are using; (2) the explanation of how the theory or concept helps to understand the case; and (3) your conclusion about the significance of your analysis. Memo 1 is due on **Tuesday, June 26th**.

Memo 2: Write a proposal in which you explain how you would use one of the skills or practices reviewed in the course to address a problem found in the case study. This “proposal” memo should include (1) the definition and explanation of the problem, (2) the explanation of how the skill or practice addresses the problem, and (3) your conclusion about how the general outcome would have changed as result of your idea. Memo 2 is due on **Tuesday, July 10th**.

Memo 3: Apply a theory or course concept to a current news event. The news story can be reported in any type of news media including blogs. This “current events” memo should include (1) the definition and explanation of the theory or concept you are using; (2) an explanation of how the event is relevant to a concept discussed in the course; and (3) how your understanding of the theory informs your administrative perspective of the event. Memo 3 is due on **Tuesday, July 24th**.

In terms of literature, you do not need to research additional sources – simply rely on the material assigned in this course and your news source for Memo 3. Each **memo also must follow** the format presented in the “Writing Effective Memos” document available in Blackboard.

Submit the memos as attached Word documents to the “Assignments” listed in Blackboard. Please do not email memos or give me a paper copy in class.

Your grade on each memo will be based on:

- 1) Using the “writing effective memos” format correctly
- 2) Using the analysis and proposal formats and content expectations skillfully
- 3) Using English grammar correctly - especially active voice, spelling, and punctuation
- 4) Accurate use of information from lectures and assigned readings to support your response
- 5) Using key quotations as well as paraphrasing ideas from the course material
- 6) Citing sources correctly when you are quoting or paraphrasing ideas

Blogging Assignment

There are two required blogging assignments:

1. A Personal Bio Statement
2. Class Discussion on the topics for July 3rd

Personal Statement (Bio)

In order to help you practice writing a blog as well as get to know one another, each of you is required to submit a 200 to 300 word personal statement addressing these three topics: (1) work

experience, (2) past college work, and (3) career/work interests. Submit your personal bio statement by **Friday, June 8th** and read all of the personal bio statements by the start of class **Tuesday, June 12th**.

Class Discussion on the topics for July 3rd

In lieu of in-person class on Tuesday, July 3rd we will use blogs to participate in a class discussion of Topics 10: Professionalism and 11: Decision-Making. You are required to post three original blogs in response to a written prompt and two comments to blogs written by other students. The length of the blogs (and responses) can vary but aim for about 200 words each. The three blogs and two comments will be graded based on:

- 1) Using English grammar correctly - especially active voice, spelling, and punctuation
- 2) Accurate use of information from lectures and assigned readings to support your response
- 3) Answering the question clearly, directly and persuasively

The blog assignment will count as class participation on July 3rd. You may begin posting your blogs and comments on **Wednesday, June 27th** and must complete your three original blogs by 11:59 PM on **Sunday, July 1st**. Please read all blogs and comments for each question and post your comments by 8:40 PM on Tuesday, **July 3rd**. We will not have an in-person class meeting on July 3rd.

Quiz

Between Wednesday, June 13th and 5:30 pm on Tuesday, June 19th, you will take a quiz on the electronic reserved reading assignment for Topic 4, which is:

Stillman, Chapter 2 “The Rise of American Bureaucracy”
Wheeland, Glossary of Constitutional and Local Government Concepts

The quiz will consist of 15 True/False questions. You will have 30 minutes to take the quiz. Once you start the quiz you must complete it. You may take the quiz only once. This is an “open” book quiz, so it is okay to reference the readings while taking the quiz. I strongly recommend studying the material because the quiz is challenging. Complete the quiz **by Tuesday, June 19th at 5:30 PM**. The Quiz is online in Blackboard.

Grade Determination

Your grade in this course will be determined as follows:

Final Exam	35%
Case Memos	30%
Participation	25%
Quiz	<u>10%</u>
	100%

For participation, I award you a grade after each class meeting. I expect all students to participate regularly. Asking a question in class, responding to my questions in class, and/or responding to other student's comments in class, count as part of class participation for that day. If several students raise their hands to participate, I will rotate who will speak and also note that the person (s) not speaking sought to participate.

I look for quantity and quality participation. If a student attends class, is attentive, but does not otherwise participate, then I will award a "C" for that day.

When calculating assignment grades, I use the following scale: A = 95; A- = 91; B+ = 88; B = 84.5; B- = 81; C+ = 78; C = 74.5. Note that the final grade in the class is based on points, not percentages, and determined as follows: A = 93 to 100; A- = 90 to 92; B+ = 87 to 89; B = 83 to 86; B- = 80 to 82; C+ = 77 to 79; and C = 73 to 76.

Here is an example of the final grade calculation:

Final Exam: the student earned an A- (90). So $90.0 \times .35 = 31.5$ points

Memos: the student earned a B (84.5), an A- (91), and an A (93). Each memo is worth 10% so $(84.5 \times .10) + (91.0 \times .10) + (93.0 \times .10) = 26.9$ points

Participation: the student's average participation grade is 89. So $89 \times .25 = 22.3$ points

Quiz: the student answered 13 of 15 questions correctly and therefore earned an 86.7 (B) on the quiz. So $86.7 \times .10 = 8.7$ points

Final Grade: $31.5 + 26.9 + 22.3 + 8.7 = 89.4$ points. The 89.4 is rounded down to 89 points. 89 points falls into the range of B+ (87 to 89). The student's final grade is a B+.

Office of Disabilities and Learning Support Services

Students with disabilities who require reasonable academic accommodations should schedule an appointment to discuss specifics with me. It is the policy of Villanova to make reasonable academic accommodations for qualified individuals with disabilities. You must present verification and register with the Learning Support Office by contacting 610-519-5176 or at learning.support.services@villanova.edu or for physical access or temporary disabling conditions, please contact the Office of Disability Services at 610-519-4095 or email Stephen.mcwilliams@villanova.edu Registration is needed in order to receive accommodations.

Academic Integrity

All students are expected to uphold Villanova's Academic Integrity Policy and Code. Any incident of academic dishonesty will typically result in an "F" for the assignment and will be reported to the appropriate university officials. See the statement of the full policy on the [Graduate Arts and Sciences website](#). You can view the Academic Integrity Policy and Code, as well as other useful information related to writing papers, at the Academic Integrity Gateway web site: <http://library.villanova.edu/Help/AcademicIntegrity>

Reading Assignments

You should complete the assigned readings and/or videos before the class meeting scheduled for that week. For example, the assignments for Week 1 should be read or viewed before class on June 5th.

In the Stillman Reader, reflect on the questions he presents in his introductions to each article and each case study, as well as the questions at the end of case studies. Stillman's introductions are insightful. He provides you with ideas from other scholars who have written on the subjects featured in the readings and case studies.

Week 1, June 5

Learning Objectives

1. Identify effective memo writing practices
2. Recall the names of scholars: Richard Stillman, Dwight Waldo, Lester Salamon, H. George Frederickson
3. Define Public Administration, Ethical Obligations, Public Administration Values
4. Give one example of a conflict or a consistency among three ethical obligations
5. Analyze the ethical dilemmas arising in the case study
6. Critique the decisions made by the people featured in the case study
7. Propose solutions to the problems featured in the case study

Topic 1: Introduction to the Course

Reading Assignment

Electronic Reserve: Syllabus; *Writing Effective Memos*

Topic 2: Defining Public Administration: The Concept of Public

Reading Assignment

Stillman Reader, Chapter 1, pp. 1-4

Salamon Book, Chapter 1 Introduction

Topic 3: Public Sector Ethics: The Concept of Competing Obligations

Reading Assignment

Stillman Reader, Chapter 16, pp. 469-481

3.1. Obligation to Organizational/Bureaucratic Norms

Reading Assignment

Electronic Reserve: *Glossary of Public Administration Values*

3.2. Obligation to Catholic Social Teaching

Reading Assignment

Electronic Reserve: *CST on the Common Good, Key Principles of CST*

3.3. Obligation to Profession and Professionalism

Reading Assignment

Electronic Reserve: *ASPA Code of Ethics; Independent Sector Code of Ethics*

3.4. Case Study of George Tenet

Reading Assignment

Stillman Reader, Chapter 16, pp. 482-492

Class Discussion Questions

1. What are the significant features in Villanova's definition of public administration?
2. Would you add additional obligations to the list prepared by Waldo? Would you add additional values to my list?
3. What is one way following Catholic Social Teaching (CST) obligations can be consistent with a professional code of ethics and with organizational/bureaucratic norms **OR** one way following CST obligations could create an ethical dilemma involving the other two obligations?
4. In the case study, can you identify the major competing ethical obligations from Waldo's list of twelve that George Tenet confronted in his role as the DCI?
5. How did Tenet seek to cope with or resolve the apparent conflicts among the contending values?
6. How might Waldo's lessons for coping with serious ethical problems have helped Tenet navigate through this complicated ethical dilemma?
7. If you were the DCI, would you have made different choices during the post September 11, 2001 era? Why or why not?

Week 2, June 12

Learning Objectives

1. Recall important facts about the development of public administration in the United States
2. Recall important features in the United States' Constitution
3. Recall the names of scholars: Richard Stillman, Lester Salamon, Woodrow Wilson, Jim Svara, Carl Friedrich, Herman Finer
4. Define concepts: the State, the Anti-State Perspective, the Politics-Administration Dichotomy, the Politics-Administration Continuum, Administrative Responsibility
5. Analyze the case studies using theories and concepts

6. Critique the decisions made by the people featured in the case studies
7. Propose solutions to the problems featured in the case studies

Topic 4: The Development of the US Administrative State: The Concepts of The Anti-State Perspective & the Politics-Administration Dichotomy

Reading Assignment

Salamon Book, Chapter 2

Stillman Reader, Chapter 1, pp. 4-45

Electronic Reserve: *The Rise of American Bureaucracy; Glossary of Constitutional and Local Government Concepts*

Topic 5: Relating Politics to Administration: The Concepts of Administrative Responsibility & the Politics-Administration Continuum

Reading Assignment

Stillman Reader, Chapter 1, review Woodrow Wilson article; Chapter 15

Electronic Reserve: *Dichotomy and Duality: Reconceptualizing the Relationship between Policy and Administration in Council-Manager Cities; To 'Re-Hatch' Public Employees or Not? An Ethical Analysis of the Relaxation of Restrictions on Political Activities in Civil Service*

Class Discussion Questions

1. What is one example of how the case study illustrates the anti-state perspective?
2. What is one reason why Wilson suggests separating politics from administration?
3. What is one example of how Scanlon's performance in the case study illustrates the way Wilson wants public administrators to act?
4. What is one reform you think Wilson would recommend that might have prevented the disaster that occurred in the case study?
5. Do you support or oppose the idea of insulating "administrative" action by public administrators from "politics"?
6. How do Friedrich's ideas about responsibility compare to Finer's approach?
7. In the case study, how did the memos written by Bybee change U.S. policy on torture?
8. What does the resistance offered by some military officers to Bybee and Rumsfeld's ideas suggest about their understanding of their "responsibility"?
9. What are the differences between the Guantanamo facility and Abu Ghraib?
10. In what ways did the actions of various military officers align with Friedrich's approach?

or Finer's approach?

11. Were the army personnel disciplined for the Abu Ghraib abuse the only ones "responsible" for the improper/illegal behavior?
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Week 3, June 19

Learning Objectives

1. Recall the names of scholars: Max Weber, Elton Mayo
2. Define core concepts: Bureaucracy, Working Group, Emotional Release,
3. Analyze the case studies using theories and concepts
4. Critique the decisions made by the people in the case studies
5. Propose solutions to the problems featured in the case studies

Topic 6: Formal Structure of Organization: The Concept of Bureaucracy

Reading Assignment

Stillman Reader, Chapter 2

Topic 7: Informal Structure Organization: The Concept of Working Group

Reading Assignment

Stillman Reader, Chapter 6

Class Discussion Questions

1. Define one characteristic of bureaucracy and use it to analyze the performance of one or more officials in the case study. (You may feature a positive or negative effect on performance)
2. Explain one example of how an official acted in a non-bureaucratic way that either helped or hurt Kristin's efforts.
3. Which one reform to the formal structure would have most likely have "saved" Kristin?
4. Instead of the formal structure, would changing laws and legal practices related to violence against women have saved Kristin?
5. What is an example of how "emotional release" played an important part in deciding how to manage the clean-up of the World Trade Center site?
6. What causes construction workers, police and firefighters to form such strong, emotional bonds?
7. Was Burton too bureaucratic in his approach?

8. How did Mayor Giuliani's performance at the meeting with the widows and the adjustments in the "joint command" procedures address the social-psychological aspects of the clean-up?
 9. What general lessons did you learn from the case regarding how to involve "groups" in the resolution of administrative issues?
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Week 4, June 26

Learning Objectives

1. Recall the names of scholars: John Gaus, John Bryson, Norton Long and Darrell Pugh
2. Define core concepts: Open System, Strategic Planning, Environmental Scan, SWOT Analysis, Sources of Power, Structure of Interests, Profession, City Management Professionalism, Traditional and Contemporary City Management Styles
3. Analyze the case studies using theories and concepts
4. Critique the decisions made by the people in the case studies
5. Propose solutions to the problems featured in the case studies

Topic 8: The General Environment: The Concept of Ecological Perspective

Reading Assignment

Salamon Book, Chapter 3, Chapter 4 and Chapter 5
 Stillman, Reader, Chapter 3

Topic 9: The Political Environment: The Concept of Administrative Power

Reading Assignment

Stillman Reader, Chapter 4

Class Discussion Questions

1. Identify and explain the impulse, challenge or opportunity presented by Salamon that you think has the most important impact on non-profit organizations.
2. Give an example illustrating how Robertson's approach to working with people individually and collectively significantly shaped the effective performance of the Bureau of Streets Services.
3. Give an example illustrating how Robertson's use of social and physical technology significantly shaped the effective performance of the Bureau of Streets Services.
4. What general lesson did you learn about leading a government agency from Robertson's performance?

5. Where did the external pressures on NASA come from, according to the case study author?
 6. Did NASA leadership's concern for cultivating support in Congress and with the President between 1992 and 2003 contribute to the disaster?
 7. Did Ham's focus on meeting the shuttle launch schedule undermine NASA's safety protocols?
 8. What do the tensions between engineers most knowledgeable about a particular technology and the management team, such as Ham and Dittmore, reveal about balancing technical knowledge with management authority?
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Week 5, July 3 (Blogging Assignment – No In-person Class)

Learning Objectives

1. Recall the names of scholars: Darrell Pugh and Charles Lindblom
2. Define core concepts: Profession, City Management Professionalism, Traditional and Contemporary City Management Styles, Incrementalism, Partisan Mutual Adjustment
3. Analyze the case studies using theories and concepts
4. Critique the decisions made by the people in the case studies
5. Propose solutions to the problems featured in the case studies

Topic 10: Five Clusters of Personnel: The Concept of Professionalism

Reading Assignment

Stillman Reader, Chapter 7

Electronic Reserve: *Professionalism in Public Administration: Problems, Perspectives and the Role of ASPA*; *City Management in the 1990s: Responsibilities, Roles, and Practices*; *Life, Well Run* (video)

Topic 11: Decision-Making Models: The Concept of Incremental Choice

Reading Assignment

Stillman Reader, Chapter 8

Week 6, July 10

Learning Objectives

1. Recall the names of scholars: Irene Rubin, James Anderson, Hugh Hecllo, Jeffrey Berry
2. Define core concepts: Purposes of Budgets, Macro-Budgeting, Micro-Budgeting, Public Policy, Iron Triangle, Issue Network

3. Analyze the two case studies using theories and concepts
4. Critique the decisions made by the people in the two case studies
5. Propose solutions to the problems featured in the two case studies

Topic 12: Public Policy-Making: The Concepts of Iron Triangles and Issue Networks

Reading Assignment

Stillman Reader, Chapter 14

Topic 13: Public Budgeting: The Concept of Budgeting as Political Choice

Reading Assignment

Stillman Reader, Chapter 12

Class Discussion Questions

1. How does the iron triangle concept describe the creation of the national school lunch program in the 1940s and the policy-making process affecting the program until the early 1980s?
2. Why did different groups criticize the effectiveness of the school lunch program in the 1980s and early 1990s, which contributed to the emergence of an issue network in place of the iron triangle?
3. How does the issue network concept describe the way the national government changed the national school lunch program in the 1990s?
4. Should Ellen Haas have acted differently in attempting to “reform” the national school lunch program in the 1990s?
5. Explain one way the Spy Satellite program demonstrates the “essential characteristics” of governmental budgeting
6. Choose one “actor” from Rubin’s list of budgetary actors and describe how that “actor” behaved in the Spy Satellite program case.
7. Explain one “macro-budgeting” factor featured in the Spy Satellite program case.
8. Explain one “micro-budgeting” strategy used in the Spy Satellite program case.

Week 7, July 17

Learning Objectives

1. Recall the names of scholars: Herbert Simon, James Garnett, Tim Conlon, Rosemary O’Leary
2. Define core concepts: Communication Blockages, Dual Federalism, Cooperative Federalism,

Creative Federalism, Coercive Federalism, Opportunistic Federalism, Collaborative Public Management, Implementation Network

3. Analyze the case studies using theories and concepts
4. Critique the decisions made by the people in the case studies
5. Propose solutions to the problems featured in the case studies

Topic 14: Administrative Communication: The Concept of Its Professional Centrality

Reading Assignment

Stillman Reader, Chapter 9

Topic 15: Collaborative Public Management: The Concept of an Intergovernmental and Intersectoral Network

Reading Assignment

Stillman Reader, Chapter 5 and Chapter 10 (pp. 283-300)

Class Discussion Questions

1. Explain one communication blockage that existed in the Columbine case.
2. Which interorganizational pattern of communication actually existed in the Columbine case?
3. Did the SWAT team's efforts represent effective communication?
4. Explain one practice you would have done differently in the Columbine case.
5. How does the City of Wichita case illustrate "opportunistic federalism"?
6. How does City Manager Cherches' performance illustrate the effective use of the five "process" dimensions in the Thomson and Perry model of collaboration?
7. Why did each of the partners in the City of Wichita's network agree to join?
8. What do the case studies you've read in the course suggest about the risks and rewards of cultivating support among citizens, interest groups, and elected officials?

Week 8, July 24

Learning Objectives

1. Recall the names of scholars: Charles Perry, Lois Wise, Paul Light, Richard Hofstadter
1. Define core concepts: Public Service Motivation, Tides of Reform, Reform Impulse, the Traditional Model, the Market Model, the Participatory Model, the Deregulated Model
2. Analyze the case studies using theories and concepts

3. Critique the decisions made by the people in the case studies
4. Propose solutions to the problems featured in the case studies

Topic 16: Distinguishing Characteristics of Public Administration: The Concept of Public Service Motivation

Reading Assignment

Salamon Book, Chapter 6 and Chapter 7

Stillman Reader, Chapter 11

Electronic Reserve: *Revisiting the Motivational Bases of Public Service: Twenty Years of Research and an Agenda for the Future*

Topic 17: Administrative Reorganization: The Concept of “Tides of Reform”

Reading Assignment

Salamon Book, Chapter 8

Stillman Reader, Chapter 13

Electronic Reserve: *A Century of Municipal Reform in the United States: A Legacy of Success, Adaptation, and the Impulse to Improve*

Class Discussion Questions

1. Which response to the challenges and opportunities facing the non-profit sector do you think is best?
2. Which type of public service motivation most likely led Bernadine Healy to accept the offer to become President of the American Red Cross?
3. Which difference between public and private management is illustrated by the Healy case study?
4. Explain one practice you would have done differently than Healy to “reform” the Red Cross.
5. How can the non-profit sector maintain its distinctiveness yet also survive? Is the government-nonprofit partnership vital to the non-profit sector’s success?
6. Which of Light’s four tides of governmental reforms are evident in the Denver school system case study?
7. Which of Light’s four tides of governmental reforms are evident in the history of municipal reform in the U.S.?
8. Why did Bennet change his approach to reforming Manual High School?
9. What lessons does the Denver school system case study reveal about the importance of collaborative public management?

July 31

COMPREHENSIVE FINAL EXAM