PUAD 343-001
Introduction to Public Administration & Governance

Prof. Zuniga, raymond.zuniga@student.american.edu
Office Hours: Thursday 10am - 11pm, Ward 307 (or by appointment)
Spring 2016. Ward 304. Mondays 11:45am–2:25pm.

Required Texts
Michael C. LeMay Public Administration: Clashing Values in the Administration of
Public Policy. 2nd ed. (Boston: Cengage Learning. 2006).

Other required readings available on Blackboard or Google Scholar. Readings available
on Blackboard will be marked (BB).

Additional Resources
Shafritz, J. M., & Hyde, A. C. (Eds.). (1997). *Classics of public administration.*
Houghton Mifflin.

Course Description and Learning Objectives
Public administration involves the core activities associated with designing and
implementing public policy. A diverse array of professionals and organizations in all
three levels of the federal system, as well as in the nonprofit and private sectors perform
these activities. Coordinating efforts both within and between these organizations is the
heart of public administration. All students, regardless of their interest, need to be
cognizant of the tremendous influence of public administration and administrators in
shaping public life.

This course provides students an advanced introduction to some of the key ideas,
concepts, and theories shaping public administration as a field of academic study and as
an area of professional practice.

Upon successful completion of the course, students will:
  • Have a general understanding of the history, theory, and practice of public
    administration.
  • Be able to assess the validity of administrative theory.
  • Be able to apply public administration concepts and ideas to contemporary
    problems and societal issues.
  • Recognize and analyze bureaucrats and bureaucratic structures in every-day life.

Requirements & Grading

Reading responses—25%
Each week I will assign a chapter from the assigned course textbook and related articles (3-5). You will need to critically evaluate the required readings in advance of the class session. Each week I will provide suggested questions that you may choose to answer, but you may also write freely about your ideas related to the readings. These responses are not intended to be summaries, but instead you should critically analyze key questions and issues across readings and class discussions. It is appropriate to connect the assigned readings to other sources (scholarly, policy related, and media) not on the reading list.

Once during the semester, each student will select a week to orally present a synthesis of the readings and fellow students' responses, compare them with his/her own interpretation of the reading, and discuss the relevance of the topic based on ongoing public debate. The student will then initiate class discussion on the topic by posing questions or opinions that engage the class.

Responses should be uploaded on Blackboard by Saturday at 12 p.m. If you are presenting for the week then your response is due by the beginning of the class. Students are encouraged to read the thoughts of their fellow students and be ready to discuss them with the class. Expected length of responses range 1-2 pages.

Participation: 10%
The success of this course depends on your participation. This requires you to read the assigned material, actively contribute to class discussion, listen respectfully to your classmates, and respond thoughtfully to what they say. Your participation grade reflects both the quality and the frequency of your contributions to class.

Attendance is mandatory. I only excuse absences in cases of personal or family emergencies. If an emergency prevents you from attending class please notify me as soon as possible

Midterm and Final Exams: 20% & 20%
Exams will consist of a mix of multiple choice, short answer, and essay. Regarding the essay portion, you will be given a choice of questions to answer (for example, select 1 of 3 prompts).

Final Paper: 25%
You will produce a written paper (10-15 pages) on a topic relevant to concepts and ideas covered in class. You must secure approval for your topic by Thursday, March 3 (although I strongly recommend you to settle on a topic beforehand). A separate document will provide further instructions on the assignment.

Note: I reserve the right to alter this syllabus at any time. I will make every effort to keep changes to a minimum and share any changes both in class and on Blackboard*

DPAP Research Seminar Series
Visiting scholars regularly present their research projects to DPAP. Attendance is
optional for students, but this is a great opportunity to learn about current research
interests in the fields of public administration and public policy.

Jan 21 – Shifting College Majors in Response to Advanced Placement Exam Scores
Jonathan Smith, Policy Research Scientist, College Board

Jan 28 – Classics of Public Administration, Al Hyde, Visiting Scholar, DPAP

Feb 4 – Katharine Destler, Assistant Professor of Public Administration, GMU

Feb 11 – (joint with MPC) Stefanie DeLuca, Associate Professor of Sociology, JHU

Feb 25 – Naci Mocan, Ourso Distinguished Professor of Economics, LSU

March 3 – Carletta Sims, Post-Doctoral Fellow, DPAP

March 17 – Mary Tschirhart, Professor of Public Affairs, The Ohio State University

March 24 – Ed Glaeser, Fred and Eleanor Glimp Professor of Economics, Harvard
University (MPC Event: 4-6 pm in SIS Founders Room)

March 29 – Sheldon Danziger, President, Russell Sage Foundation; Henry J. Meyer
Distinguished University Professor Emeritus of Public Policy, University of Michigan
(WIPAR Event)

March 31 – Chao Guo, Associate Professor of Nonprofit Management, UPenn

April 14 – Rebecca Ryan, Associate Professor of Psychology, Georgetown University

April 21 – Jeff Wooldridge, University Distinguished Professor of Economics, MSU

All seminars convene on Thursdays from 12 p.m. to 1:15 p.m. in ROOM XXX unless otherwise noted.
Please feel free to bring a bag lunch. Contact Seth Gershenson at gershens@american.edu with any
questions.

Policies

Electronic Devices
Please keep your phone on silent and put away during class. You may use laptops and tablets in class for class-related purposes. Violations of this policy will reduce your participation grade.

Food and Drink
Our scheduled block takes place near lunchtime. Therefore, I will allow snacks and drinks in class, but you must pick up after yourself and be respectful of your classmates.

Academic Honesty
In order to achieve high grades for written and spoken assignments, students are expected to deliver well written and argued original contributions to an assigned topic while also drawing on and citing relevant sources, including academic sources such as books and journal articles.

When referencing others' work and ideas, you must properly cite them. This includes information received orally, for example during a field interview, and web resources, including public domain sources. While you are encouraged to use sources, you may not copy any information from a book, article, newspaper, website, another student's paper, your own work delivered in another context, or any other source without clearly citing this source using an appropriate referencing system: footnotes, endnote, and/or in-text citations in conjunction with a list of references. Consult the AU Library's resources to learn about proper citation methods (http://subjectguides.library.american.edu/citation). If quoting directly, use quotation marks. If paraphrasing information in your work, you do not have to use quotation marks, but you must clearly cite the source. The reader must understand without ambiguity what comes from other sources and what your original contributions are.

AU's Academic Integrity Code can be found under Academic Integrity on my.american.edu, or at http://www.american.edu/academics/integrity/code.cfm. You should read this information. By enrolling at American University and then each semester when registering for classes, students acknowledge their commitment to the Code. The Academic Integrity Code ("Code") defines honorable conduct, outlines attendant rights and responsibilities, and describes procedures for handling allegations of academic misconduct. American University views academic integrity as integral to its mission, treating it as far more than a disciplinary matter. Students (you!) are responsible for knowing the conventions of documentation and acknowledgment of sources. American University expects students to complete all examinations, tests, papers, creative projects, and assignments of any kind according to the highest ethical standards, as set forth either explicitly or implicitly in this Code or by the direction of instructors. Students can and have been dismissed for violations of the code.

Students are expected to behave accordingly. Unless otherwise specified, I expect assignments to be completed on your own. However, you may discuss homework

assignments, memos, papers, general ideas, concepts and techniques with others. If you have questions about quality academic writing or what constitutes a violation of the University's Academic Integrity Code, please do not hesitate to contact me. In compliance with the AU's Academic Integrity Code, I will not treat violations lightly and suggest disciplinary action should such violations occur.

Student Support

Academic Support and Access Center (x3360, MGC 243).
In addition to using the resources available in this department, you may take advantage of individual academic counseling, skills workshops, tutor referrals, supplemental instruction, and writing appointments in the Academic Support and Access Center. Students with disabilities: If you wish to receive accommodations for a disability, please notify me with a letter from the Academic Support and Access Center. As accommodations are not retroactive, timely notification at the beginning of the semester, if possible, is requested.

Counseling Center (x3500, MGC 214).
The Counseling Center offers counseling and consultations regarding personal concerns, self-help information, and connections to off-campus mental health resources.

Writing Center (x2991, First Floor of Bender Library).
The Writing Center offers free, individual coaching sessions to all AU students. In your 45-minute session, a student writing consultant can help you address assignments, understand the conventions of academic writing, and learn how to revise and edit your own work. The Center offers appointments on the hour from 11 a.m. to 9 p.m. Monday through Thursday, 11 a.m. to 4 p.m. Friday, and 3 to 6 p.m. on Sundays.

Center for Diversity & Inclusion (x3651, MGC 201).
The Center for Diversity and Inclusion is dedicated to enhancing LGBTQ, Multicultural, First Generation, and Women's experiences on campus and to advance AU's commitment to respecting & valuing diversity by serving as a resource and liaison to students, staff, and faculty on issues of equity through education, outreach, and advocacy. The Center's email is cdi@american.edu.

OASIS: The Office of Advocacy Services for Interpersonal and Sexual Violence (x7070)
This office provides free and confidential advocacy services for anyone in the campus community who experiences sexual assault, dating or domestic violence or stalking. American University expressly prohibits any form of discriminatory harassment including sexual harassment, dating and domestic violence, sexual assault, and stalking. The university is and equal opportunity, affirmative action institution that operated in compliance with applicable laws and regulations, and does not discriminate on the basis of race, color, national origin, religion, sex (including pregnancy), age, sexual orientation, disability, marital status, personal appearance, gender identity and expression, family responsibilities, political affiliation, source of income, veteran status, an individual's

genetic information or any other bases under federal or local laws in its programs and activities.

If you experience any of the above, you have the option of filing a report with the AU Department of Public Safety 202-885-2527 or the Office of the Dean of Students 202-885-3300 dos@american.edu. Please keep in mind that all faculty and staff - with exception of counselors in the Counseling Center, victim advocates in the Wellness Center, medical providers in the Student Health Center, and ordained clergy in the Kay Spiritual Life Center - who are aware of or witness this conduct are required to report this information to the university, regardless of the location of the incident.

Dean of Students Office (x3300, 408 Butler Pavilion)
This office offers one-on-one meetings to discuss academic, adjustment, and personal issues that may be interfering with your ability to succeed academically. The DOS office also verifies documentation for students who have medical or mental health issues that cause them to be absent from class.

International Student & Scholar Services (Batelle 4th Butler Pavilion, Room 410)
American University has resources to support academic success and participation in campus life including academic counseling, support for second language learners, response to questions about visas, immigration status and employment and intercultural programs, clubs and other campus resources.

Emergency Preparedness
In the event of a declared pandemic (influenza or other communicable disease), American University will implement a plan for meeting the needs of all members of the university community. Should the university be required to close for a period of time, we are committed to ensuring that all aspects of our educational programs will be delivered to our students. These may include altering and extending the duration of the traditional term schedule to complete essential instruction in the traditional format and/or use of distance instructional methods. Specific strategies will vary from class to class, depending on the format of the course and the timing of the emergency. Faculty will communicate class-specific information to students via AU e-mail and Blackboard, while students must inform their faculty immediately of any absence due to illness. Students are responsible for checking their AU e-mail regularly and keeping themselves informed of emergencies. In the event of a declared pandemic or other emergency, students should refer to the AU Web site (american.edu/emergency) and the AU information line at (202) 885-1100 for general university-wide information, as well as contact their faculty and/or respective dean's office for course and school/college-specific information.

Course Outline
Week 1 (January 11): **Introduction to the Course**
Week 2 (January 18): No Class (MLK Day)
Week 3 (January 25): **Bureaucracy and Bureaucrats**
Week 4 (February 1): **Theories of Organizational Behavior**
Week 5 (February 8): **Bureaucratic Decision-making**
Week 6 (February 15): **Management of Bureaucracy**
Week 7 (February 22): **Leadership and Motivation**
Week 8 (February 29): MIDTERM
Week 9 (March 7): NO CLASS (Spring Break)
Week 10 (March 14): **Implementation and Evaluation**
Week 11 (March 21): **Ethics and Accountability**
Week 12 (March 28): **Representative Bureaucracy**
Week 13 (April 4): **Policy Design and Interest Groups**
Week 14 (April 11): **Street-level Bureaucrats**
Week 15 (April 18): **Collaborative Public Management**
Week 16 (April 25): Final Papers due
Week 17 (May 2) FINAL EXAM

Course Schedule

Week 1 (January 11): Introduction to the Course

Suggested reading
- Wilson, W. (1887). The study of administration. *Political science quarterly*, *2*(2), 197-222.
- LeMay, Chapter 1 (BB)
- Meier, K. J., & Krause, G. A. (2003). The scientific study of bureaucracy: An overview. *Politics, policy, and organizations: Frontiers in the scientific study of bureaucracy*, 1-19.

Week 2 (January 18): No Class (MLK Day)

Week 3 (January 25): Bureaucracy and Bureaucrats

Required Reading
- LeMay, Chapter 3
- Weber, M. (1914/1946). Bureaucracy. (BB)
- Merton, R. K. (1940). Bureaucratic structure and personality. *Social forces*, 560-568.
- Goodsell (1983/2004) – "The Case for Bureaucracy" (BB)

Additional Resources
- Kamenka, E. (1989). *Bureaucracy*. Oxford.

Week 4 (February 1): Theories of Organizational Management

Required Reading
- LeMay, Chapter 5
- Gulick, L. (1937). Notes on the theory of organization. (BB)
- Simon, H. A. (1946). The proverbs of administration. *Public Administration Review*, *6*(1), 53-67.
- Taylor, F. (1912). Scientific management. (BB)
- Follett, M. P. (1926). The giving of order. (BB)
- Mayo, E. (1949). Hawthorne and the western electric company. (BB, pp 1-10)

Further Reading
- Barnard, C. (1938). Informal organizations and their relation to formal organizations. (BB)
- Harmon, M. M. (1989). The Simon/Waldo debate: A review and update. *Public Administration Quarterly*, 437-451.

Week 5 (February 8): Bureaucratic Decision-making

Required Reading
- LeMay, Chapter 6
- Downs, A. (1967). Inside bureaucracy.
- Lindbloom (1959). The science of muddling through. (BB)
- DiMaggio, P., & Powell, W. W. (1983). The iron cage revisited: Collective rationality and institutional isomorphism in organizational fields. *American Sociological Review*, *48*(2), 147-60.
- March, J. G., & Olsen, J. P. (2004). *The logic of appropriateness* (pp. 690-708). Arena. (BB)

Further Reading
- Selznick, P. (1949). The cooptative mechanism. (BB)

Additional Resources
- Cyert, R. M., & March, J. G. (1963). A behavioral theory of the firm. *Englewood Cliffs, NJ*, *2*.
- March, J. G. (1994). *Primer on decision making: How decisions happen*. Simon and Schuster.

Week 6 (February 15): Management of Bureaucracy

Required Reading
- LeMay, Chapter 7
- Allison, G. (1980). Public and private management: Are they fundamentally alike in all unimportant respects? (BB)
- Behn, R. (1995). The big questions of public management. *Public administration review*, 313-324.
- Waterman, R. W., & Meier, K. J. (1998). Principal-agent models: an expansion?. *Journal of public administration research and theory*, *8*(2), 173-202.
- Moynihan, D. P. (2010). A workforce of cynics? The effects of contemporary reforms on public service motivation. *International Public Management Journal*, *13*(1), 24-34.

Further reading
- Behn, R. (2003). Why measure performance? Different purposes require different measures. *Public administration review*, *63*(5), 586-606.
- Osborne, D. (1993). Reinventing government. *Public Productivity & Management Review*, 349-356.
- Perry, J. L., Engbers, T. A., & Jun, S. Y. (2009). Back to the Future? Performance-Related Pay, Empirical Research, and the Perils of Persistence. *Public Administration Review*, *69*(1), 39-51.
- Knott, J. H. (1993). Comparing public and private management: Cooperative effort and principal-agent relationships. *Journal of public administration research and theory*, 3(1), 93-119.

Week 7 (February 22): Leadership and Motivation

Required Reading
- LeMay, Chapter 10
- Perry, J. L., & Wise, L. R. (1990). The motivational bases of public service. *Public administration review*, 367-373.
- Herzberg, F. (2003). One more time: How do you motivate employees?. *Harvard business review*, *81*(1), 87-96.
- Locke, E. A. (1996). Motivation through conscious goal setting. *Applied and Preventive Psychology*, *5*(2), 117-124.
- Bass, B. M. (1991). From transactional to transformational leadership: Learning to share the vision. *Organizational dynamics*, *18*(3), 19-31.
- Bohte, J., & Meier, K. J. (2000). Goal displacement: Assessing the motivation for organizational cheating. *Public Administration Review*, *60*(2), 173-182.

Further reading
- Wright, B. E., Moynihan, D. P., & Pandey, S. K. (2012). Pulling the levers: Transformational leadership, public service motivation, and mission valence. *Public Administration Review*, *72*(2), 206-215.
- Moynihan, D. P., & Pandey, S. K. (2007). The role of organizations in fostering public service motivation. *Public administration review*, *67*(1), 40-53.
- Moynihan, D. P., & Pandey, S. K. (2010). The big question for performance management: why do managers use performance information?. *Journal of public administration research and theory*, *20*(4), 849-866.

Week 8 (February 29): MIDTERM

Week 9 (March 7): NO CLASS (Spring Break)

Week 10 (March 14): Implementation and Evaluation

Required Reading
- LeMay, Chapter 8
- Elmore, R. F. (1985). *Forward and Backward Mapping: Reversible Logic in the Analysis of Public Policy* (pp. 33-70). Springer Netherlands. (BB)
- Lester, J. P., & Bowman, A. O. M. (1989). Implementing environmental policy in a federal system: A test of the Sabatier-Mazmanian model. *Polity*, 731-753.

Further reading
- Favero, N., & Meier, K. J. (2013). Evaluating urban public schools: Parents, teachers, and state assessments. *Public Administration Review*, *73*(3), 401-412.
- Rosenbloom, D. H. (2007). Reinventing Administrative Prescriptions: The Case for Democratic‐Constitutional Impact Statements and Scorecards. *Public Administration Review*, *67*(1), 28-39.
- Sabatier, P. A. (1986). Top-down and bottom-up approaches to implementation research: a critical analysis and suggested synthesis. *Journal of public policy*, *6*(01), 21-48.

Additional Resources
- Pressman, J. L., & Wildavsky, A. B. (1984). *Implementation: how great expectations in Washington are dashed in Oakland: or, why it's amazing that federal programs work at all, this being a saga of the Economic Development Administration as told by two sympathetic observers who seek to build morals on a foundation of ruined hopes*. Univ of California Press.

Week 11 (March 21): Ethics and Accountability

<u>Required Reading</u>
- LeMay, Chapter 13
- Stewart, D. W. (1985). Professionalism vs. democracy: Friedrich vs. Finer revisited. *Public Administration Quarterly*, 13-25.
- Adams, G. B., & Balfour, D. L. (2010). Market-based government and the decline of organizational ethics. *Administration & Society*, *42*(6), 615-637.
- Rosenbloom, D. H., & Piotrowski, S. J. (2005). Outsourcing the constitution and administrative law norms. *The American Review of Public Administration*, *35*(2), 103-121.

<u>Further reading</u>
- Goodsell, C. T. (2007). Six normative principles for the contracting-out debate. *Administration & Society*, *38*(6), 669-688.
- Friedrich, C. J. (2000). Public policy and the nature of administrative responsibility. *The science of public policy: Essential readings in policy analysis II*, *7*, 114-132.
- Finer, H. (1941). Administrative responsibility in democratic government. *Public administration review*, *1*(4), 335-350.

Week 12 (March 28): Representative Bureaucracy

<u>Required Reading</u>
- Meier, K. J. (1975). Representative bureaucracy: An empirical analysis. *American Political Science Review*, *69*(02), 526-542.
- Lim, H. H. (2006). Representative bureaucracy: Rethinking substantive effects and active representation. *Public Administration Review*, 193-204.
- Wilkins, V. M., & Keiser, L. R. (2006). Linking passive and active representation by gender: The case of child support agencies. *Journal of Public Administration Research and Theory*, *16*(1), 87-102.
- Holt, S. B., & Gershenson, S. (2015). *The Impact of Teacher Demographic Representation on Student Attendance and Suspensions* (No. 9554). Institute for the Study of Labor (IZA).
- Meier, K. J., & Bohte, J. (2001). Structure and discretion: Missing links in representative bureaucracy. *Journal of Public Administration Research and Theory*, *11*(4), 455-470.

<u>Further reading</u>
- Pitts, D. W. (2005). Diversity, representation, and performance: Evidence about race and ethnicity in public organizations. *Journal of Public Administration Research and Theory*, *15*(4), 615-631.
- Gay, C., & Tate, K. (1998). Doubly bound: The impact of gender and race on the politics of black women. *Political Psychology*, *19*(1), 169-184.
- Kanter, R. M. (1977). Some effects of proportions on group life: Skewed sex ratios and responses to token women. *American journal of Sociology*, 965-990.
- Gershenson, S., Holt, S. B., & Papageorge, N. W. (2015). *Who believes in me? The effect of student-teacher demographic match on teacher expectations* (No. 9202). IZA Discussion Papers.

Week 13 (April 4): Policy Design and Interest Groups

<u>Required Reading</u>
- LeMay, Chapter 14
- Schneider, A., & Ingram, H. (1993). Social construction of target populations: Implications for politics and policy. *American political science review*, *87*(02), 334-347.
- Schneider, A., & Ingram, H. (1990). Behavioral assumptions of policy tools. *The Journal of Politics*, *52*(02), 510-529.

Further reading
- Levine, M. E., & Forrence, J. L. (1990). Regulatory capture, public interest, and the public agenda: Toward a synthesis. *Journal of Law, Economics, and Organization*, *6*(special issue), 167-198.
- Milward, H. B., & Provan, K. G. (2000). Governing the hollow state. *Journal of Public Administration Research and Theory*, *10*(2), 359-380.
- Posner, P. L. (2002). Accountability challenges of third party governance. *The Tools of Government, Oxford University Press, New York, United States*. (BB)

Week 14 (April 11): Street-level Bureaucrats

Required Reading
- Lipsky, M. (1980). Street-level bureaucracy: The critical role of street-level bureaucrats. (BB)
- Maynard-Moody, S., & Musheno, M. (2000). State agent or citizen agent: Two narratives of discretion. *Journal of Public Administration Research and Theory*, *10*(2), 329-358.
- May, P. J., & Winter, S. C. (2009). Politicians, managers, and street-level bureaucrats: Influences on policy implementation. *Journal of Public Administration Research and Theory*, *19*(3), 453-476.
- Maynard‑Moody, S., & Musheno, M. (2012). Social equities and inequities in practice: Street‑Level workers as agents and pragmatists. *Public administration review*, *72*(1), 16-23.

Further reading
- Sandfort, J. R. (2000). Moving beyond discretion and outcomes: Examining public management from the front lines of the welfare system. *Journal of Public Administration Research and Theory*, *10*(4), 729-756.
- Wilkins, V. M., & Williams, B. N. (2009). Representing Blue Representative Bureaucracy and Racial Profiling in the Latino Community. *Administration & Society*, *40*(8), 775-798.

Additional Resources
- Maynard-Moody, S. W., & Musheno, M. C. (2003). *Cops, teachers, counselors: Stories from the front lines of public service*. University of Michigan Press.

Week 15 (April 18): Collaborative Public Management

Required Reading
- Meier, K. J., & O'toole, L. J. (2001). Managerial strategies and behavior in networks: A model with evidence from US public education. *Journal of Public Administration Research and Theory*, *11*(3), 271-294.
- Mandell, M. P. (1999). Community collaborations. *Review of Policy Research*, *16*(1), 42-64.
- Andrews, R., & Entwistle, T. (2010). Does Cross-Sectoral Partnership Deliver? An Empirical Exploration of Public Service Effectiveness, Efficiency, and Equity. *Journal of public administration research and theory*, *20*(3), 679-701.
- Romzek, B., LeRoux, K., Johnston, J., Kempf, R. J., & Piatak, J. S. (2014). Informal accountability in multisector service delivery collaborations. *Journal of Public Administration Research and Theory*, *24*(4), 813-842.

Further reading
- Sowa, J. E. (2008). Implementing Interagency Collaborations Exploring Variation in Collaborative Ventures in Human Service Organizations. *Administration & Society*, *40*(3), 298-323.
- O'Toole, L. J., & Meier, K. J. (2004). Desperately seeking Selznick: Cooptation and the dark side of public management in networks. *Public Administration Review*, *64*(6), 681-693.
- Lambright, K. T., Mischen, P., & Laramee, C. (2010). Building Trust in Public and Nonprofit Networks. *The American review of public administration*, *40*(1), 64-82.

- Ospina, S. M., & Saz-Carranza, A. (2010). Paradox and collaboration in network management. *Administration & Society*, *42*(4), 404-440.

Week 16 (April 25): FINAL PAPERS DUE

Week 17 (May 2) FINAL EXAM