

Syllabus
PS 572-Public Administration (Section 1)

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Class: Wednesday at 6:00 pm; 305 Gilkey Hall
Office Hours: Wednesday 5:00 to 6:00 pm or by appointment

I. Course Introduction

This course is a basic introduction to public administration for graduate students. Topics to be covered include the role of bureaucracy in the political process, theories of public organizations, bureaucratic discretion and accountability, policy implementation, and the changing nature of public administration. This course is designed as a “hybrid” course that will involve lectures, student presentations, group discussion, research and virtual assignments.

Our goal is to develop a solid understanding of public administration theory, research and concepts—with an emphasis on important dimensions of policy formulation and implementation. What sorts of theories and models are available to describe and explain those processes? What evidence supports the theories and models? What theories of public policy might we be able to generate and how might we go about testing those theories? During our consideration of assigned readings, we want to maintain a critical attitude. That involves looking for shortcomings in theory, logic, and evidence in the materials, but it also involves asking how the materials can be extended in new directions to further enhance our knowledge of administrative processes.

A central objective of the course is to introduce students to major research dealing with public administration so that you will know and understand some of the most important and best work that is being done in the field. A second objective is to encourage you to develop your own research interests and skills. In other words, we want to promote scholarship, which is concerned with the development, testing, and application of theory.

A seminar is distinguished from a class in that students in a seminar are expected to provide the major set of intellectual stimuli for consideration, with the instructor guiding and assisting students and, during discussions, assisting in the synthesis of diverse student input. The seminar will be collegial in the sense that there is a genuine search for answers to some of the more vexing intellectual problems associated with the study of public administration. Ultimately, however, the success of the seminar as a learning experience for all participants will depend on the commitment and participation of each class member.

II. Student Learning Outcomes

The course seeks to develop in students...

- The ability to evaluate alternative theoretical approaches to the examination of public administration and of their respective strengths and limits.
- The ability to analyze the historical development of public administration and the major thinkers underlying modern public organizational theory.
- The ability to analyze and critique the complexity of public administration in terms of mixes of values, interests, competing orientations, and other factors, and of the ubiquity and effect of the evaluation of policies.
- The ability to critique various organizational situations from various public administration theoretical perspectives.
- A knowledge of overall trends in the development of public administration in a globalizing world.
- The ability to empirically analyze public administration issues and to present the results of those explorations clearly, concisely, and in compelling form in written and oral communication.

Additional skill set outcomes:

- Learn how to write a policy brief.
- Develop public presentation skills.
- Ability to facilitate group discussion.
- Ability to work with groups.
- Ability to take on leadership roles.

III. Required Texts

- Robert Denhardt, *Theories of Public Organization*, 6th ed. Wadsworth, 2011.
- H. George Frederickson, *The Public Administration Theory Primer*, 2nd ed., Westview, 2012.
- Other readings are located at the course Blackboard website under "Readings/Links/Video."

IV. Course Assignments

1. Leadership of class discussion of assigned readings. Several students will be assigned to present one evening's readings during the quarter. Students should divide the material fairly, but take sole responsibility for their own readings. The presentation (both Powerpoint and reading summary) should follow the "Preparation Guidelines" listed below. *Please provide the instructor a copy of the presentation and Powerpoint before class so that it they can be posted on the course Blackboard site.*
2. Each student is required to submit a 2 page general summary of each week's readings for 5 weeks **EXCEPT** presenters (use student ID numbers and not names on these assignments). The summary should be typed (1 inch margins; 11-12 point Times Roman font), and contain your general impression of major themes. **THIS IS TO BE FINISHED AND SUBMITTED BEFORE EACH NIGHT'S DISCUSSION VIA ASSIGNMENTS IN BLACKBOARD.** Students presenting do not submit the 2-page summary. It is your choice what 5 topics you wish to summarize.
3. You are to write a review of two U.N. development administration reports: *Public Administration and Development* and *Unlocking the Human Potential for Public Sector Performance*. The integrative report review should be approximately 5-6 pages and be organized as follows: (1) Introduction: Title and general subject matter of the reports (2) Themes: What are the major themes investigated in the reports?; (3) Arguments: What arguments, hypotheses, etc. does each report make concerning major themes? Be sure to identify differences/similarities; (4) Analysis: What are your thoughts on the reports? Are the

themes appropriate? Do you agree with any conclusions or arguments made? Are there any contemporary events that contradict or reinforce the arguments of the reports?; (5) Conclusion: Relevant concluding comments concerning the reports. ***The report review is due November 28 or sooner.***

4. Preparation of a paper on some aspect of public administration. The paper may address a topic covered in the course, but it may also address topics that we do not cover in class. The paper will utilize one or more of the organizational theories encountered in the class to investigate a public administration (NOT public policy) topic. ***The topic for your paper should be presented and accepted by me no later than October 10. The final paper is due December 5 by 6:00 pm.***
5. Students are expected to participate regularly in the course, showing they have come prepared to discuss the topics of the day by having read and thought about the assigned materials. Course participation, including in-class writing and Blackboard Blogs, is a maximum of 100 points of the course grade (80 points for Blackboard Discussions and 20 points for general course participation). Because participation is central and requires, at minimum, attendance, attendance will be recorded, but participation in course discussion is the central criterion. All students are expected to participate in EIGHT weekly Blackboard Discussion Topics with a ***minimum*** of ONE original posting by 11:59 pm Friday after each Wednesday class, and ONE reply to another student's posting by Monday (11:59 pm). Blackboard discussions begin with Week 2 readings.

Task:	Points Possible:	Due Date:
<ul style="list-style-type: none"> • Group Presentations 	50 points total	See below
<ul style="list-style-type: none"> • Weekly 2 page reading summaries (“policy briefs”) 	50 points total <i>(#5 required @ 10 pts each)</i>	Due beginning of class period before topic discussed in “assignments” (non-presenters only).
<ul style="list-style-type: none"> • Report review (U.N.) 	100 points total	Due NOVEMBER 28 or sooner.
<ul style="list-style-type: none"> • Blackboard Discussion & Class Participation 	100 points total <i>80 points for Blackboard (8 required @ 10 pts each); 20 points for general class</i>	Throughout Quarter: One initial posting by Friday 11:59 pm and a response to another student’s posting by Monday (11:59). This begins Week 2 and ends Week 9.
<ul style="list-style-type: none"> • P.A. Theory Paper 	100 points total	December 5, 6:00 pm
TOTAL =	400 POINTS	

V. Presentations Guidelines

For your presentation, you should be prepared to...

- Work with your fellow presenters on the organization of the evening's presentation.
- Summarize the reading.
- Identify the critical issues of theory and research that it addresses.
- Critique it by analyzing strengths and weaknesses of the analysis (see last bullet below).
- Indicate possible extensions of the analysis.
- Lead your classmates in a discussion/exercise related to the topics.
- Provide a written summary for classmates; this should be **more substantial** than the required weekly 2-page summary of readings and should be submitted to the professor for posting on the course blackboard site.
- Develop a professional Powerpoint presentation of the material for use in class and submit it to the professor before the presentation for posting on the course Blackboard site.
- ***AVOID READING YOUR PRESENTATION AT ALL COSTS—IT IS BORING, ESPECIALLY IN A NIGHT CLASS.***
- All students—both presenters and listeners—must be thoughtful, tolerant, open minded, and respectful of others. Intelligent people can and do have different positions on many of the issues and theories we will encounter. Overly ideological presentations will be penalized.

VI. Course Policy

- Late assignments will be penalized 5 points each day late. This policy will be *strictly* enforced. By definition, "late" means any assignment submitted after the scheduled class period.
- Students not submitting assignments and not participating in the course will receive a failing grade.
- Extra credit will not be allowed in this course.
- All OSU academic regulations will be followed in the course. Academic regulations are available at: <http://oregonstate.edu/admin/stucon/>
- You are expected to do all required reading and participate in all course requirements.
- Plagiarism and cheating will not be tolerated in this course. Engaging in such behaviors will result in a failing course grade and a formal Academic Dishonesty Report. Plagiarism is defined as representing (and using) another person's ideas, writings, and work as one's own. *I use plagiarism detection software.*
- Proper spelling, grammar, and citation should be used in all assignments. I prefer APA citation format: <http://owl.english.purdue.edu/owl/resource/560/01/> or <http://www.liu.edu/CWIS/CWP/library/workshop/citapa.htm>
- Students with documented disabilities who may need accommodations, who have any emergency medical information the instructor should know, or who need special arrangements in the event of evacuation, should make an appointment with the instructor as early as possible (use email for this class), no later than the first week of the term. In order to arrange alternative testing the student should make the request at least one week in advance of the test. Students seeking accommodations should be registered with the Office of Services for Students with disabilities.

VII. Evaluation Criteria for Written Assignments

The following criteria will be used for evaluating written assignments and exams:

[Poor; Average; Good; Very Good; Excellent]

- **COMMITMENT**-did you cover all relevant materials/questions?
- **AMBITION**-did you take each issue to task?
- **ENGAGEMENT**-did you make connections between issues?
- **CLARITY**-was the work readable and well organized?
- **READINGS/COURSE MATERIALS**-did you use appropriate reading and other course materials in your work?
- **COMPARISON**-in general, how did your work compare to the rest of the class?
- **DIRECTIONS**-a "no brainer" here. Did you follow directions?

VIII. Oral/Group Presentation and Group Discussion Evaluation Criteria

- **COVERAGE**-highlights of all readings? Addressed assigned points? Clarity of development of points? No jargon or unexplained acronyms? Pitched well to audience?
- **ORGANIZATION**-Well prepared, well organized? Is the level of treatment appropriate, not overly detailed nor too general? Is the presentation easy to follow, smooth continuity?
- **DELIVERY**-Engaging presentation style, energetic, enthusiastic? Smooth transition, if use more than one presenter? Well practiced, rehearsed? No reading from notes (just speak to points on overheads? Clear, good volume and enunciation, no mumbling? Did not go over time (or significantly under)? Efficient, avoided stumbling, confusion, blank spots?
- **FORMAT**-Overheads/Powerpoint presentation not too busy, font large enough to read? Visuals (e.g., key screen shots) used supportively? Good use of graphics (e.g., diagrams), if appropriate? No misspellings, poor grammar, misuse of words?

IX. Final Grade Distribution

Letter Grade	Percent of points possible
A	[95-100%]
A-	[90-94%]
B+	[87-89%]
B	[83-86%]
B-	[80-82%]
C+	[77-79%]
C	[73-76%]
C-	[70-72%]
D+	[67-69%]
D	[63-66%]
D-	[60-62%]
F	[0-59%]

X. Schedule

(Topic #) Date:	Topics:	Readings:	Discussion Leaders
Introduction to Public Administration			
September 26	Introductions Competing Paradigms Ideology The Growth of Government & administration: A Developmental Perspective	Web Readings: *Steel handouts, lecture and powerpoint	Student Presenters:
October 3	Introduction to Public Administration I; Public Administration Classics	Web Readings: *Simon, Steel and Lovrich, State and Local Bureaucracy and Administration. *Morgan, Oregon Bureaucracy. *Weber, Bureaucracy. *White, Introduction to the Study of Public Administration (Prentice-Hall, 1926). *Simon, The Proverbs of Administration. *Gulick, Notes on the Theory of Organizations	
October 10	Introduction to Public Administration II: Public Administration Classics	Web Readings: *Goodnow, Politics and	

		<p>Administration.</p> <p>*Appleby, Government is Different.</p> <p>*Taylor, Scientific Management.</p> <p>*Lipsky, Street Level Bureaucracy.</p> <p>*Krislov, Representative Bureaucracy.</p> <p>*Lewis, The Ethics Challenge in Public Service.</p> <p>*Rohr, Ethics for Bureaucrats.</p>	
Theoretical Perspectives in Public Administration			
October 17 [Virtual Class]	Introduction to Public Administration Theory	<p>Denhardt, chapters 1, 2 & 3</p> <p>Frederickson, chapters 1 & 2</p>	
October 24	Rational (neoclassical) Theory; Organizational Humanism; Bureaucratic Politics; Institutional Theory	<p>Denhardt, chapters 4 & 5</p> <p>Frederickson, chapters 3 & 4</p> <p>Web Readings:</p> <p>*McGregor, The Human Side of Enterprise.</p> <p>*Yackee, YouTube Video</p>	
October 31	<p>The Public Choice Perspective</p> <p>Economic, Market,</p>	<p>Frederickson, chapters 7 & 8</p> <p>Web Readings:</p>	

	<p>Rational Choice approaches (public choice)</p> <p>Neo-institutional approaches</p> <p>Decision Theory</p>	<p>*Congressional Republicans & Size of Govt.</p> <p>*Ostrom, E. Public Choice Theory and Institutional Analysis.</p> <p>*Are Public Choice Theorists Different?</p> <p>*Steel and Long, The Use of Agency Forces versus Contracting Out.</p> <p>* Revenge of the Nerds.</p> <p>*How Much is a Human Life Worth?</p>	
<p>November 7</p>	<p>New Public Management</p> <p>The New Public Service and other critical theories [note, there is some overlap with other readings]</p>	<p>Denhardt, chapters 6 & 7</p> <p>Frederickson, chapter 9</p> <p>Web Readings :</p> <p>*Maslow, A Theory of Human Motivation.</p> <p>*Maslow's Theory of Human Needs #1 & #2.</p> <p>*McClelland, David, Motivational Needs Theory #1 & #2.</p> <p>*Herzberg, Frederick, Motivational Theory.</p> <p>*Chandran, The Relevance of Chester Barnard for Today's Manager.</p>	

<p>November 14</p>	<p>Postmodern Theory</p> <p>Critical Theory</p> <p>Feminist Theory</p> <p>Representative Bureaucracy</p>	<p>Frederickson, chapter 6</p> <p>Web readings:</p> <p>*Denhardt, Toward a Critical Theory of Public Organization.</p> <p>*Acker, Hierarchies, Jobs, Bodies.</p> <p>*Naff, Through the Glass Ceiling.</p> <p>*Riccucci and Sidel, The Representativeness of State-Level Bureaucratic Leaders.</p> <p>*Kelly, An Inclusive Democratic Polity, Representative Bureaucracies, and the New Public Management.</p>	
<p>November 28a</p>	<p>State Capacity in a Globalizing Society</p>	<p>Web Readings:</p> <p>U.N. Development Administration Reports</p> <p>Chomsky, “What is Globalization” video (Youtube)</p> <p>Norberg, “Globalization is Good” video (Google)</p>	
<p>November 28b</p>	<p>Class Conclusion: THEORIES OF EMERGENCE</p> <ol style="list-style-type: none"> 1. Integrative Public Administration, Mary Parker Follett 2. Natural Selection 	<p>Handout/Lecture</p> <p>Web readings:</p> <p>*Intro to Karl Weick web reading</p>	

	<p>Theory, Karl Weick</p> <p>3. Transformational Theory, Orion White and Cynthia McSwain</p> <p>4. An End to Hierarchy and Competition, Frederick Thayer</p>	<p>*Box, Pragmatic Discourse and Administrative Legitimacy.</p>	
<p>November 28c</p>	<p>Collaborative Governance/Management Structures</p>	<p>Web Readings:</p> <p>*Agranoff, Inside Collaborative Networks.</p> <p>*Lubell, Collaborative Environmental Institutions.</p> <p>*Weber, Explaining Institutional Change in Tough Cases of Collaboration.</p> <p>*Koontz and Thomas, What Do We Know and Need to Know About the Environmental Outcomes of Collaborative Management?</p> <p>*Schneider, et al., Building Consensual Institutions.</p>	