

University of Florida Political Science

PAD 6108 Public Administration Theory Fall 2015

Dr. Richard Box
boxrc3@gmail.com
352-226-8618 (by appointment or in emergency, 9 a.m.-6 p.m.)

Content of the course

The course is designed to provide an overview of the theory and practice of American public administration. Broadly, course content will address the following concepts:

- Contemporary significance of Founding Era debates over the nature of government, the relationship between the state and national governments, and relationships between people in different socio-economic classes and geographic regions.
- The structure, size, and functional scope of local, state, and national governments.
- Key concepts in public policy formulation and organization behavior.
- Characteristics of the people who work in public bureaucracies and the challenges they face in the current environment of public administration.
- Public service values such as neutrality, accountability, efficiency, public service, and public interest as a perspective on the role of public professionals in a democratic society.
- Important current issues in public affairs, such as the relationship between citizens and government, social inequality, and contracting delivery of public services to non-governmental organizations.

Course texts

Box, R. C. 2014. *Public administration and society: Critical issues in American governance* (3rd ed.). London, UK: Routledge. [Originally released by M. E. Sharpe. Use third edition only.]

Box, R. C. 2015. *Public service values*. London, UK: Routledge. [Originally released by M. E. Sharpe.]

Goodsell, C. T. 2015. *The new case for bureaucracy*. Los Angeles, CA: Sage.

Format of class sessions

Class sessions will include discussion of the readings, presentations by the professor, and presentations by class members. Active participation in class dialogue is essential to a successful course experience for all participants.

Assignments

Weekly discussion points

In each week with assigned readings, class members come to class with prepared “discussion points,” developed from the readings. One discussion point is prepared for each of the assigned readings. Each one identifies a specific key concept the class member found interesting in the reading, and it may ask a question, state a position, or challenge the key concept. The professor will ask students to present one or more of their discussion points. Thoughtful, logical, well-supported discussion is expected.

Weekly Reflection Papers

Following each class session with assigned readings, class members will write a paper reflecting on what they learned from the in-class discussion. The paper should include the student’s “discussion points” from the readings, a summary of concepts from the class discussion and professor’s presentations that the student found interesting, and thoughts about what was learned, such as why the concepts covered are important, useful, connect with workplace experiences, and so on. (A reflection paper will also be submitted following the session for presentation of Journal Papers; see the Journal Paper assignment below).

Only students who were present during the entire weekly class session (and Journal Papers presentations) may submit reflection papers, unless an alternate arrangement has been made in advance or in case of serious emergency. In these circumstances, there may be a supplemental assignment.

Reflection papers will be one to two single-space pages in length and will be divided into sections with headings and into paragraphs as appropriate. Citations for source materials with page numbers will be given in APA format (reference list entries are only needed when referring to works other than those assigned for the week).

Papers will be emailed to the professor as an attached Word file by 11 p.m. on the Sunday evening following the class session. The electronic title of the emailed Word file should begin with the student’s last name, and the text of the file should include the student’s name and the date. Papers will be returned with comments and grade before the class session in the following week.

Journal Paper

This assignment is designed to familiarize students with current issues in the scholarly literature of public administration. The peer-reviewed journal *Public Administration Review* is used for the assignment because it is the oldest and most widely read general-purpose journal in public administration. Steps in the assignment are described below.

1. Use the Library website to find archived issues of *Public Administration Review* (PAR).
2. Read the titles of PAR articles published from January to December 2013 (articles only, not book reviews or commentary). This is Volume 73; use issues numbered 1, 2, 3, 4, 5, and 6, but not the issue labeled “Supplement.”
3. Select four articles to read that interest you and that connect to topics from course readings or discussion. They may be on one or more topics and should be drawn from at least three separate issues of PAR.
4. Write a paper about the four articles that has the following elements:
 - At the top, student name, the date, and assignment identification (Journal Paper).
 - Four sections (15-20 lines per section), one for each article, each with a heading identifying the author(s) and the title of the article in the format of this example: Albert Meijer, “Understanding the Complex Dynamics of Transparency.”
 - In each section, a brief description of the central theme or argument of the article, the methodology used (survey, discussion of other scholarly works, case study, historical analysis, etc.), and the conclusions reached, separated into paragraphs as appropriate.
 - Parenthetical citations with page numbers are given for each concept and for all quotations, in APA format (citations following the first show page number only).
 - A separate conclusion (10-15 lines) at the end of the paper summarizing what you have learned from reading the articles.
 - A reference list in APA format, following the conclusion.
5. On the Wednesday before the class session at which Journal Papers are presented, email the completed Word file to the professor by 11 p.m. Bring hard copies for class members and the professor to the Thursday session. In no more than 10 minutes, present the articles and conclusions from your paper to the group and participate in questions and discussion.
6. Each class member will write a reflection paper one to two single-space pages in length about the presentations of Journal Papers. It should describe and analyze several concepts the student found particularly interesting, discussing strengths and weakness of the concepts, application to current conditions, importance for the field, and so on. Each presenter, article title, and concept will be identified with a heading and citations and references will be given in APA format. Papers will be emailed to the professor as an attached Word file by 11 p.m. on the Tuesday evening following the class session.

Book Reviews Paper

In this assignment, class members read in depth about historical or current issues in the relationship between citizens and governments and in the practice of public administration. Class members choose one of the four themes shown below, writing a review for each of the two included books (the professor may ask some class members to switch themes so there is relatively even coverage of the themes).

Each of the two reviews included in the paper begins with a section summarizing the theme of the book. The second section describes some important concepts in the book and discusses connections between these concepts and the other book in the themed pair, in addition

to connections with specifically identified and cited concepts from the semester's coursework (readings, class discussion, professor's comments). This discussion may include questions about, or critique of, concepts from the book. It should be divided into sub-sections as needed for clarity. The third section discusses implications of concepts from the book for public administration, using specifically identified and cited concepts from the semester's coursework.

Each review should be 2-3 single-space pages in length (not including quotations, citations, or lists), for a total Book Reviews Paper length of 4-6 single-space pages. Parenthetical citations are given for discussion, paraphrasing, or quotation of each concept or quoted words from the book and directly reproduced material is shown in quotation marks or in block quotation format. A reference list is provided and citations and reference list entries are shown in correct APA style. The Book Reviews Paper will be emailed to the professor in a single Word file by 11 p.m. on the due date shown in the class schedule.

Themes for the assignment are shown below. The books are available from online vendors.

The Founding Era

- Leonard Richards, *Shays's Rebellion: The American Revolution's Final Battle*. This uprising of farmers in Massachusetts was an important factor in the creation of the U.S. Constitution. It highlights the ongoing tension between socio-economic classes.
- Clinton Rossiter, *1787: The Grand Convention*. Rossiter's book is a classic account of the people, issues, and events involved in the Constitutional Convention.

The Progressive Era and New Deal

- Timothy Egan, *The Big Burn*. This is the story of a huge forest fire in Idaho and Montana in 1910. Its importance for the course is description of the social and political difficulties in establishing the U.S. Forest Service.
- Neil Maher, *Nature's New Deal: The Civilian Conservation Corps and the Roots of the American Environmental Movement*. A cornerstone of the New Deal effort to put people to work, the CCC changed the relationship of government to the physical environment.

Citizen involvement

- Jeffrey Berry, Kent Portney, and Ken Thomson, *The Rebirth of Urban Democracy*. A study of citizen involvement in five cities, cited often in research on collaboration between citizens and local governments.
- John Clayton Thomas, *Citizen, Customer, Partner: Engaging the Public in Public Management*. Thomas presents models of government engagement with citizens in practical service delivery settings. The narrative offers case examples and thorough review of related literature.

Gender and race

- Mohamad Alkadry and Leslie Tower, *Women and Public Service: Barriers, Challenges, and Opportunities*. The book offers a comprehensive review of the history and contemporary issues of gender in legislation, law and public sector administration.
- Susan Gooden, *Race and Social Equity: A Nervous Area of Government*. Gooden focuses on race and inequity as a key issue for public administration, using three in-depth case studies (local, state, and national) to illustrate the potential for administrative action.

Book reviews presentation

Class members will present highlights from the books read for the Book Reviews Paper. The presentation will be given in PowerPoint format and will not exceed 20 minutes in length. The PowerPoint file will be emailed to the professor by 11 p.m. the evening before presentations are due to be given. A reflections paper is not required following these presentations. However, it is expected that class members will do others the courtesy of attending the presentations and participating actively in questions and discussion; this will be an important part of the grade for class participation.

Grading

Points

There will be 800 points possible in the course, with percentage grade ranges and points as follows: A, 92-100 (736-800 points); A-, 90-91 (720-735 points); B+, 88-89 (704-719 points); B, 82-87 (656-703 points); B-, 80-81 (640-655 points); C+, 78-79 (624-639 points); C, 72-77 (576-623 points); C-, 70-71 (560-575 points); D, 60-69 (480-559 points); F, 0-59 (0-479 points).

Assignments are returned with comments and grades. The course grade is the final cumulative total of assignment grades applied to the ranges given above. Individual course grades may, at the professor's discretion, be adjusted based on improvement or decline over the semester. Course grades of "incomplete" are discouraged and are given only when a specific part of the required course work from the later part of the course remains unfinished due to emergency or unforeseen circumstances. Available points by assignment are given below.

- Reflection Papers, 50 points/week, total 550 points.
- Journal Paper, 50 points.
- Book Reviews Paper, 100 points.
- Book reviews presentation, 50 points.
- Participation in class discussions, 50 points.

Rubric

Exceeds expectations (45-50 points for Reflection Papers, Journal Paper, book reviews presentation, and class participation; 90-100 points for the Book Reviews Paper ("A" range)):

- Thoroughly addresses required elements of the assignment
- Written clearly and logically
- Appropriate length
- Parenthetical page citations or full author-date-page citations are provided where appropriate, in correct style
- Reference list in correct APA style is provided where required
- Largely error-free writing

Meets expectations (40-44 points for Reflection Papers, Journal Paper, book reviews presentation, and class participation; 80-89 points for the Book Reviews Paper ("B" range)):

- Addresses required elements of the assignment; some items may not be well developed
- Reader can follow the logic of the writing
- Appropriate length
- Some parenthetical citations missing or incorrect

- Where a reference list is required, there are several errors
- A few difficulties with sentence structure, grammar/punctuation, or clarity of meaning

Does not meet expectations (39 or fewer points for Reflection Papers, Journal Paper, book reviews presentation, and class participation; 79 or fewer points for the Book Reviews Paper (“C” range or below)):

- Addresses required elements of the assignment in a fragmentary, inadequate manner
- Logic or organization is difficult to follow
- Length is too short or too long
- Parenthetical citations are inadequate or incorrect
- Where a reference list is required, there are multiple errors and/or parts are missing
- Multiple difficulties with sentence structure, grammar/punctuation, or clarity of meaning

Process and Standards

Attribution and plagiarism

When writing about, paraphrasing, or quoting the work of others, students must give proper attribution in the form of parenthetical citations and reference lists and quotation marks around directly quoted phrases or sentences, using the “author-date” parenthetical citation and reference list format of the most recent edition of the American Psychological Association (APA) style guide. Every concept from a source that is discussed or quoted is given a citation for the author(s)—not book editors, authors—and a corresponding reference list entry for the source. Quotations must be reproduced accurately and can never be fabricated.

Failure to give correct attribution is plagiarism. Plagiarism is not allowed in academic work and penalties can be severe.

In Reflection Papers, citations with page numbers should be given to indicate locations in source materials. Reference list entries and full parenthetical citations are only needed when referring to works other than those assigned for the week.

Writing

The standard for writing in this course is that of the professional workplace and a graduate degree program. Writing must be clear, straightforward, and correct in punctuation and use of language. Difficulties with writing that are noted by the professor should not appear in later written work—this is a criterion for grading in the course.

Except as otherwise indicated, written material will be in Times New Roman 12 point font, single space (not 1.15 space, the Word default). Papers should include student name, date, and heading or title and should have numbered pages. The electronic title of attached files should begin with the student’s last name.

Work standards

Success in the course depends on timely participation and maintaining work standards. A failing course grade will be assigned should a class member:

- Fail to complete all activities during three or more weeks which have assigned readings, without making other arrangements;
- Fail to complete the Journal Paper, Book Reviews Paper, or book reviews presentation.
- Fail to write in a manner appropriate to a graduate program.

Due dates/deadlines

Assignments are due by 11:00 p.m. on the day specified. If you may have difficulty submitting material on time, please contact the professor as soon as possible. Alternate arrangements can be made to accept work outside the course schedule. Assignments that are submitted late in the absence of prior arrangement with the professor or serious and unanticipated emergency are not read or graded for credit. When work outside the course schedule is accepted, there may be a point deduction.

Course schedule

[PAS = *Public Administration and Society*; NCB = *The New Case for Bureaucracy*; PSV = *Public Service Values*]

August 27. Introduction to the course

September 3. Overview of the field of public administration

PAS Chapter 1, "Scope and Content of Public Administration"

PAS Chapter 2, "Time and Change: The Environment of Public Administration"

PAS Chapter 3, "Democracy, Citizenship, and Governmental Structure"

September 10. Origins of the American governmental system

PAS Reading 2.1, "*The Federalist Papers*, Nos. 10, 17, & 51"

PAS Reading 2.2, "Introduction to *The Federalist Papers Reader*"

PAS Reading 2.3, "Interpretative Essay"

PAS Reading 2.4, "What Sort of Despotism Democratic Nations Have to Fear"

September 17. Life in public organizations

NCB Chapter 1, "What, *Defend* Bureaucracy?"

NCB Chapter 2, "Bureaucracy Under the Microscope"

NCB Chapter 3, "The Bureaucrats Front and Center"

September 24. Life in public organizations II

PAS Reading 4.2, "A Brief Tour of Public Organization Theory in the United States"

PSV Chapter 1, "The Public Professional and Public Service Values"

PSV Chapter 2, "Public Service Values Today"

October 1. Politics, economics, and administration

PAS Reading 5.4, "Running Government Like a Business: Implications for Public Administration Theory and Practice"

PSV Chapter 3, "Neutrality: The Public Professional in a Democratic Society"

PSV Chapter 4, "Efficiency: The Economic Environment of Public Service"

October 8. Discussion of Journal Papers

October 15. The public service role

PSV Chapter 5, "Accountability: Whom Do I Serve, and for What Purposes?"

PSV Chapter 6, “Public Service: The Personal Commitment”
PSV Chapter 7, “The Public Interest: Commitment to Society”

October 22. Public policy and governance

PAS Reading 4.1, “Democracy, Public Administrators, and Public Policy”
PAS Reading 4.3, “The Future of the American Bureaucratic System”
NCB Chapter 4, “Inside Bureaucratic Governance”

October 29. Community and social justice

PAS Reading 3.1, “The Public Realm”
PAS Reading 3.3, “The Nature of Community Governance”
PAS Reading 5.2, “Introduction to *New Public Administration*”

November 5. Citizens and public administration

PAS Reading 6.1, “Democracy and Public Service”
PAS Reading 6.2, “The Citizenship Role of the Public Professional: Imagining Private Lives and Alternative Futures”
PAS Reading 6.3, “Transforming Citizenship and Governance”
PAS Reading 6.4, “Obituary: Team Metro”

November 12. Challenges and issues in public service

PAS Reading 5.1, “Unequal America: Causes and Consequences of the Large—and Growing—Gap Between Rich and Poor”
NCB Chapter 5, “Earning and Retaining the Public Trust”
PSV Chapter 8, “Conclusion: Value Choices and the Public Professional”

November 19. Presentation of Book Review Papers

December 3. Presentations, continued

December 14. Book Review Papers due