

**PA 700: Introduction to Public Administration and Policy**

***Section 02 - FRIDAYS***

Department of Public Administration

San Francisco State University

**Fall 2009**

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Fall 2009 Office Hours:       Tuesday & Thursday, 4:00 PM to 5:30 PM;  
Friday, 2:00 PM to 3:00 PM; and by appointment

This class meets on Fridays from 3:10 PM to 5:55 PM in DTC 516.

***Course description***

This course provides an introduction to fundamental concepts in public administration. During the semester, we will examine the democratic foundations of public administration in the United States and assess important contemporary trends in the field. Our discussion will begin with a refresher on U.S. government and the development of the administrative state. Throughout the semester we will discuss the challenges of administration in a democratic society, including ethics, understanding of the Constitution and public law, and citizen engagement. We will identify and overview some basic tasks of public managers including personnel administration, budgeting, and policy analysis. We will give some special attention to the topic of decision making in public agencies.

We will explore contemporary and historical readings. Through discussions of case studies, we will apply the theories and ideas discussed in the readings to real-world problems. Assignments will contribute to the achievement of goals in the MPA program and the development of professional skills, such as the evaluation of real-world problems and succinct verbal and written analysis of readings and research.

***Objectives***

- ✓ Students will discuss and answer questions about the historical and theoretical development of public administration as a field of study and practice.
- ✓ Students will become familiar with and be able to discuss core values of public administration.
- ✓ Students will discuss and answer questions about core functions of public administration, such as budgeting, decision making, and policy implementation.
- ✓ Students will demonstrate an ability to seek out current peer-reviewed research, expanding their understanding of one of the subtopics discussed in this class. Students will develop presentation skills by sharing their research in class.
- ✓ Through weekly discussions, students will provide their original thoughts on the challenges associated with public service.
- ✓ Students will investigate public administration by talking with a manager at a local public or non-profit agency.

## Readings

### Required books:

Olshfski, Dorothy F., and Robert Cunningham. 2008. *Agendas and decisions: How state government executives and middle managers make and administer policy*. Albany: State University of New York Press. ISBN: 9780791473245

Rosenbloom, David H., Robert Kravchuck and Richard M. Clerkin. 2009. *Public administration: understanding management, politics, and law in the public sector*. 7th ed. Boston: McGraw-Hill. ISBN: 9780073403892

Shafritz, Jay M., and Albert C. Hyde. 2009. *Classics of Public Administration, 6<sup>th</sup> edition*. New York: Wadsworth. ISBN: 9780495189565

### Recommended:

Hacker, Diana. 2007. *A Writer's Reference*. 5th ed: Bedford/St. Martin's.

Many of the readings for this class will come from the three required texts. *Public Administration: Understanding Management, Politics, and Law in the Public Sector* provides a framework for our class and is a good overview of the core concepts in public administration. *Classics of Public Administration* is an edited volume containing important writings in the field. We will spend time discussing how these readings inform public service today. Olshfski and Cunningham's *Agendas and Decisions* will give us insight into decision making in public agencies.

A fourth book, Diana Hacker's *A Writer's Reference* should serve as a reference to guide your writing. Hacker's guide and the APA-in-text-citation format will guide all of your writing in the MPA program.

Case studies and other articles will be available on iLearn or through e-reserves. To access e-reserves, go to <http://eres.sfsu.edu>. Click on electronic reserves, and locate this class under the department listing (Public Administration) or the instructor (Zeemering). You will need the password for this class: \_\_\_\_\_. While electronic resources may take an extra step to download and print, they provide us with access to a variety of case studies and up-to-date articles from the research literature. If you have any questions about accessing electronic material, do not hesitate to contact the instructor or library personnel for assistance.

## Grading

### Grading scale:

100-94%	A	79.9-77%	C+	63.9-60	D-
93.9-90%	A-	76.9-74%	C	< 60%	F
89.9-87%	B+	73.9-70%	C-		
86.9-84%	B	69.9-67%	D+		
83.9-80%	B-	66.9-64	D		

*Each assignment's contribution to the final grade and due date:*

Case study memo 1	5%	Due: September 11, 2009
Journal Article Report Exercise	5%	Due: September 18, 2009
<i>Classics</i> reaction in iLearn Forum	5%	Due: October 16, 2009
Case study memo 2	10%	Due in class before case is discussed
Research topic overview and presentation	25%	Due on your presentation date
Public organization profile / Interview	20%	Due: November 6, 2009
Reading Reflection	10%	Due: December 4, 2009
Final examination	20%	Due: December 18, 2009

### ***Overview of assignments***

*Note:* Below is a short summary of the assignments for this class. Detailed instructions for individual assignments, including evaluation criteria, will be posted on the class iLearn page. You should check iLearn.sfsu.edu regularly for updates and information about this class.

*Case study memo 1:* Individually, you will review a case study and write an analysis and recommendation memo. The case will be posted on iLearn after the first class meeting. The assignment is due on September 11, 2009. This assignment is a base-line assessment of your writing and analysis skills as you enter the MPA program.

*Journal Article Report Exercise:* As you begin to master the field of public administration, you will need to become familiar with some of the main journals in the field. You will select a recent article from one of several journals identified on the assignment sheet. After reading the article, you will reflect on four questions in a short memo to the instructor.

*Classics Reaction in iLearn Forum:* The edited volume *Classics of Public Administration* brings together writings that have shaped our thinking about public affairs. We will discuss these readings throughout the semester. At least once, you will post your individual reaction to a reading selection from *Classics* in an open forum on the class iLearn page.

*Case study memo 2:* During the semester, you will select one additional case study to respond to by writing a memo with analysis and recommendations. The memo is limited to two pages in length. You may select any case on the schedule, but the memo must be turned in at the beginning of class.

*Research overview and presentation:* During the first week of class, you will sign up for a research and presentation topic. You will prepare a paper no longer than five pages based on your research. Your research should reference scholarly peer-reviewed literature in public administration and additional resources. You will prepare a presentation about the topic for the class. The presentation will last ten minutes. There will be additional time for class discussion, questions and answers.

*Public organization profile/interview:* Students will write a profile about management in a public or non-profit organization based on an interview with a practicing administrator. The interview will be summarized in a paper no longer than five pages. All students will discuss a core set of

three questions. Students will develop additional questions based on two of the themes or topics discussed in this class.

*Reading Reaction Memo:* This semester, we will give some focused attention to decision making in public organizations. We will read a book-length study on the topic titled *Agendas and decisions: How state government executives and middle managers make and administer policy*. We will have a round-table discussion of the book on December 4. At the beginning of class, you will turn in a short memo (two or three pages) detailing your reaction to the book. You should critically reflect on the strengths and weaknesses of the authors' argument in the context of information that we have been discussing throughout the semester. This is not a summary or book report.

*Final examination:* Students will complete a take-home final exam. The exam will be distributed in class on December 11, 2009 and will be due at 5:00 PM PST on Friday, December 18, 2009. The exam will include four questions, and students will be asked to respond to two of the four questions. Students will have a full week to work on the exam, but I encourage students to dedicate about two hours to answering each question, for a total exam time of four hours.

#### ***NOTE REGARDING STATE BUDGET CLOSURE DAYS***

Operations in the California State University (CSU) system and at San Francisco State University have been significantly impacted by the state budget crisis. During the current academic year, members of the faculty are required to observe "State Budget Closure Days," or furloughs. Some dates are set by the University and others are set by the individual instructor, with approval of the University. The nine State Budget Closure Days that I will observe for the Fall 2009 semester are posted on iLearn and my office door. Because I must certify that I am not working on these dates, I will be unavailable for office hours and other forms of consultation through personal meetings, telephone, and email. For PA 700-02, two regular class meetings have been canceled because of State Budget Closure Days. I am very disappointed that we are unable to take advantage of our full potential time together this semester, and I apologize for any inconvenience these closures cause for students.

#### ***ACADEMIC EXPECTATIONS***

The University's expectations of you as a student are outlined in the 2008-2009 Bulletin and other University publications. All of the University's expectations for your conduct as a student apply in this class. Turn off all cellular phones, pagers, electronic and noise-making devices while you are in the classroom.

*Attendance:* Your attendance and participation is required. Arrive at the assigned room before the start of class. Tardiness is disrespectful to me and to your colleagues.

*Late Assignments:* Serious penalties exist for turning in an assignment after the due date. If the assignment is turned in one day to one week after the due date, the grade will be reduced by two full letter grades. If the assignment is beyond one week late, no credit will be granted. *No late final exams will be accepted.*

*Class Discussion:* Through discussion, we are likely to uncover diverse opinions, life experiences, and frames of reference. We each hold our own views and strong opinions. During our discussions, we must respect each others views and allow everyone to participate. Please participate respectfully and positively. Also, make sure everyone has an opportunity for input. We are interested in each person's contribution, so please understand if I ask for brevity or a conclusion to a chain of discussion.

*Academic misconduct:* Cheating, plagiarism, and all forms of academic misconduct will not be tolerated. The California State University has established procedures for disciplinary action pursuant to Section 41301 of Title 5 of the California Code of Regulations. Any student may be expelled, suspended, placed on probation, or given a lesser sanction for discipline problems. The Student Discipline Officer, housed in the Dean of Students Office, is responsible for administering the Student Disciplinary Procedures for the California State University and should be contacted for further information.

*Plagiarism:* When writing, students must take great care in how they reference ideas and information sources. Never use someone else's words or ideas in your writing without proper attribution. The Public Administration program uses Diana Hacker's *A Writer's Reference* as the style guide for all writing in the MPA program. Consult this book for information on the appropriate use of quotations and how to cite information sources. Indiana University also provides a useful pamphlet to help you better understand plagiarism. The document can be found online at: <http://www.indiana.edu/~wts/pamphlets/plagiarism.pdf>.

*Disability access:* Students with disabilities who need reasonable accommodations are encouraged to contact the instructor early in the semester. The Disability Programs and Resources Center is available to facilitate the reasonable accommodations process. The DPRC, located in SSB 110, can be reached by telephone at 338-2472 (voice/TTY) or by email at [dprc@sfsu.edu](mailto:dprc@sfsu.edu).

*Communication with the instructor:* If you have questions or if there are topics you would like to discuss in greater detail, make use of my office hours or schedule an appointment with me. Email is a useful and speedy form of communication. I have also provided a home phone number at which you may attempt to reach me between the hours of 10AM and 10PM. (Try my office phone first.) Make use of these communication resources.

*Religious Holidays:* The faculty of San Francisco State University shall accommodate students wishing to observe religious holidays when such observances require students to be absent from class activities. It is the responsibility of the student to inform the instructor, in writing, about such holidays during the first two weeks of the class each semester. If such holidays occur during the first two weeks of the semester, the student must notify the instructor, in writing, at least three days before the date that he/she will be absent. It is the responsibility of the instructor to make every reasonable effort to honor the student request without penalty, and of the student to make up the work missed.

The schedule provided in this syllabus summarizes the instructor's intentions for the semester; however, the instructor reserves the right to make changes. Any changes will be communicated in class and/or through your SFSU email account.

## *Schedule and Reading Assignments*

### **Week 1: Introduction (August 28, 2009)**

- Discuss the syllabus, assignment sheets, iLearn and eReserves
- Case Study: Babcock Place

### **Week 2: STATE BUDGET CLOSURE DAY (September 4, 2009)**

### **Week 3: Core Concepts (September 11, 2009)**

- *Public Administration* – Chapter 1
- Classics – 1. The Study of Administration (1887), Woodrow Wilson
- Classics – 2. Politics and Administration (1900), Frank Goodnow

### **Week 4: Professional Bureaucracy and the U.S. Political System (September 18, 2009)**

- *Public Administration* – Chapter 2
- Carpenter, Daniel. 2005. The evolution of national bureaucracy in the United States. In *The executive branch*, edited by J. D. Aberbach and M. A. Peterson. New York: Oxford University Press. Pg. 41-71. (E-Reserve)
- Classics – 7. Introduction to the Study of Public Administration (1926), Leonard D. White

### **Week 5: The Development of Public Administration (September 25, 2009)**

- Classics – 29. Administrative Decentralization and Political Power (1969), Herbert Kaufman
- Classics – 32. Toward a New Public Administration (1971), H. George Frederickson
- Classics – 47. Toward a Feminist Perspective in Public Administration Theory (1989), Camilla Stivers
- Classics – 50. A Public Management for All Seasons (1990), Christopher Hood
- Classics – 53. Breaking Through Bureaucracy (1992), Michael Barzelay and Babak J. Armajani
- Classics – 57. The Transformation of Governance: Who Governs and How? (2002), Donald F. Kettl

### **Week 6: Intergovernmental Relations (October 2, 2009)**

- *Public Administration* – Chapter 3
- Classics – 51. Federalism, Intergovernmental Relations, and Intergovernmental Management (1990), Deil S. Wright
- Case Study: Fare Integration in the Puget Sound Region (iLearn)

### **Week 7: Ethics (October 9, 2009)**

- *Public Administration* – Chapter 12
- Classics – 38. Ethics for Bureaucrats: An Essay on Law and Values (1979), John A. Rohr
- Classics – 56. In the face of administrative evil (1998), Guy B. Adams and Danny L. Balfour
- Case Study: Interview with Al Zuck (iLearn)

**Week 8: Organizations (October 16, 2009)**

- *Public Administration* – Chapter 4
- Classics – 9. Notes on the Theory of Organization (1937), Luther Gulick
- Classics – 22. Organizations and the System Concept (1966), Daniel Katz and Robert L. Kahn
- Case: Casa de Esperanza (iLearn)

**Week 9: STATE BUDGET CLOSURE DAY (October 23, 2009)**

**Week 10: Personnel (October 30, 2009)**

- *Public Administration* – Chapter 5
- Classics – 42. Democracy and the Public Service: The Collective Services (1982), Frederick C. Mosher
- Case: Ashley, Jeffrey S. and Kimberly Bejcek. 2002. Cherry County blues: A problem of low morale and high turnover. In *Public Administration: Cases in Managerial Role-Playing* edited by R. P. Watson. New York: Longman. Pg. 63-66. (E-Reserve)

**Week 11: Budgeting (November 6, 2009)**

- *Public Administration* – Chapter 6
- Classics – 41. Public Budgeting amidst Uncertainty and Instability (1981), Naomi Caiden
- Case: Defining Equity: Implementing the Weighted Student Formula in Chicago Public Schools (iLearn)

**Week 12: Decision Making (November 13, 2009)**

- *Public Administration* – Chapter 7
- Classics – 21. The Science of 'Muddling Through' (1959), Charles E. Lindblom
- Video Case In-Class: The Cuban Missile Crisis

**Week 13: Public Policy Process (November 20, 2009)**

- *Public Administration* – Chapter 8
- Classics – 44. How Does an Idea's Time Come? (1984), John W. Kingdon
- Classics – 34. Implementation (1973), Jeffrey L. Pressman and Aaron Wildavsky
- GAO Report (iLearn)

**FALL BREAK: CLASS DOES NOT MEET ON FRIDAY, NOVEMBER 27, 2009.**

**Week 14: Policy Agendas and Decisions in Government (December 4, 2009)**

- Olshfski, Dorothy F., and Robert Cunningham. 2008. *Agendas and decisions: How state government executives and middle managers make and administer policy*. Albany: State University of New York Press.

**Week 15: Citizens and Public Administration / Class Conclusion (December 11, 2008)**

- *Public Administration* – Chapter 10
- Vigoda, Eran 2002. From responsiveness to collaboration: Governance, citizens, and the next generation of public administration. *Public Administration Review* 62 (5): 527-540. (E-Reserve)
- Class evaluations
- The take-home exam will be distributed

**Week 16: TAKE-HOME FINAL EXAM DUE FRIDAY, DECEMBER 18, 2009 at 5:00 PM PST**