

## **POLS 3314 Introduction to Public Administration**

T/Th 10:00–11:30 AM, Room: M118

University of Houston

Department of Political Science

Spring 2016

### **Instructor**

Ling Zhu

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### **Teaching Assistant/Co-Instructor**

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Office Hours: M 2:00-4:00pm, or by appointment.

### **Course Description**

This course is designed as a broad introduction to the field of public administration. This course is suitable for both political science majors and students who are interested in the practice of public administration. Students who are interested in this course need to finish the prerequisites, POLS 1336 and 1337, or equivalent, or consent of instructor. The purpose of this course is to provide interested students a foundation for understanding practical and theoretical concepts related to public service in the United States.

Public administration is a field that focuses on organization and management practices in collective or public settings. The term public is broadly defined here, such that it refers to governments and nonprofit as well as all the organizations that have a clear public purpose. The core question of this course is what are the roles of public administration, pertaining to producing and sustaining public interests, in a democratic society.

Through the semester, we will examine five major topics: (1) the job of government, (2) how government is organized, (3) civil service and people in government organizations, (4) making and implementing government decisions, and (5) public management in a democracy. We will divide class time into two parts: lecture and participation by the students in discussions on selected policy cases and current events.

## Learning Objectives

My goals in this course are to:

- introduce you main concepts of public administration and theories related to how government is organized;
- help you to explore the role of government (both politics and administration) and how it is applied in administrative processes;
- help you to develop critical thinking skills that you can use to gain better standings on fundamental challenges to manage government agencies in democracy.

To accomplish these goals, you will be accountable for knowing the lecture material as part of the testing process. Effective participation requires that you prepare for each class using the assigned readings, and generate some thoughtful contemplation of the topic to be covered in the class.

## Textbook and Readings

### *Require Textbook*

Kettl, Donald F. 2014. *The Politics of the Administrative Process*. Six Edition, Washington DC: CQ Press.

### *Additional Readings*

1. Feeney, Mary K. and Hal G. Rainey. 2010. "Personnel Flexibility and Red Tape in Public and Nonprofit Organizations: Distinctions Due to Institutional and Political Accountability." *Journal of Public Administration Research and Theory*, 20(4): 801-826.
2. Haeder, Simon and Susan Webb Yackee. 2015. "Influence and the Administrative Process: Lobbying the U.S. President's Office of Management and Budget." *American Political Science Review* 109(3): 507-522.
3. Mastracci, Sharon H. and James R. Thompson. 2005. "Nonstandard Work Arrangements in the Public Sector: Trends and Issues." *Review of Public Personnel Administration*, 25(4): 299-324.
4. Meier, Kenneth J. 1997. "Bureaucracy and Democracy: The Case for More Bureaucracy and Less Democracy." *Public Administration Review* 57(3): 193-199.
5. Meier, Kenneth J. and Laurence J. O'Toole, Jr. 2002. "Public Management and Organizational Performance: the Effect of Managerial Quality." *Journal of Policy Analysis and Management*, 21(4): 629-643.
6. Melkers, Julia and Katherine Willoughby. 1998. "The State of the States: Performance-Based Budgeting Requirements in 47 out of 50." *Public Administration Review* 58(1): 66-73.

7. Michelle K. Ryan and S. Alexander Haslam. 2005. "The Glass Cliff: Evidence that Women are Over-Represented in Precarious Leadership Positions." *British Journal of Management*, 16(1): 81-90.
8. Moynihan, Donald P. 2008. *The Dynamics of Performance Management: Constructing Information and Reform*. Washington, DC: Georgetown University Press, Chapters 1, 3, 7 and 8.
9. Riccucci, Norma M. and Judith R. Sidel. 1997. "The Representativeness of State-Level Bureaucratic Leaders: A Missing Piece of the Representative Bureaucracy Puzzle." *Public Administration Review*, 57(5):423-430.
10. Weibel, Antoinette, Katja Rost, and Margit Osterloh. 2010. "Pay for Performance in the Public Sector: Benefits and (Hidden) Cost." *Journal of Public Administration Research and Theory*, 20(2): 387-412.
11. Yackee, Susan Webb. 2015. "Participant Voice in the Bureaucratic Policymaking Process." *Journal of Public Administration Research and Theory* 25(2):427-449.

### **Attendance, Exam and Late Policy**

1. Attendance. Attendance is required. Absence from the class will only be accepted in extenuating circumstances with a university-accepted excuse. If you know that you cannot attend the class, please inform me before the scheduled class-meeting. If there is an emergency, because of which you need to leave early, you should avoid disturbing the lecture.
2. Valid E-Mail Address. The University of Houston considers your e-mail address in PeopleSoft the official method of contact between you and the University. As a prerequisite of this course, you must have a valid e-mail address in PeopleSoft. You may not claim an incorrect or blank e-mail address as an excuse in the case of missed communications from the instructor or TA.
3. Blackboard Learn. This course will use Blackboard Learn to distribute lecture notes, additional required readings, and grades.
4. Late Policy. Late work will be penalized by one letter grade per day. E.g. an A-paper turned in one day late will become a B-paper. Late work would only be accepted without penalty if students had university-accepted excuses.
5. Exam Policy. Students are required to take and turn in exams at the scheduled time. During the exam period, students ARE NOT allowed to discuss exam questions with others. Exam grades will be posted in the Blackboard Learn. Please DO NOT use email to discuss your grades with me. If you have any questions related to your grades, you should come to see me during my office hours or schedule an office appointment with me.
6. Make-up Exam. If you know that you will miss a test due to legitimate reasons, notify me before the exam, I will schedule a make-up exam. If you fail to notify me of your absence before the exam or you miss an exam for no reasons, it is my discretion whether or not to give you a makeup exam.

## Course Requirements

1. Read the assignments and carefully prepare for each class. Treat this course as a job assignment in your future career with the understanding that while your job performance determines your pay in the workplace, your classroom performance determines your grade in the course.
2. Participate in in-class discussions. Throughout the semester, we will discuss cases and additional readings that are relevant to the weekly topics. You are expected to participate in-class discussions when we cover these cases and additional readings.
3. Two exams. There will be two exams as scheduled in the subsequent Weekly Schedule section. Both exams will be close-book exams and administrated in class. Be present for the class, because the exams are based upon the lectures. In each exam, you will have multiple-choice questions related to key concepts covered in lectures.
4. Two analytical essay assignments. The policy-assignments are structured data-analysis assignments, which are designed to help you gain analytical skills. Assignment instructions will be distributed prior to the deadlines. You are expected to finish both assignments independently. Please contact me if you have any clarification question. All the clarification questions will be shared with the entire class via Blackboard Vista discussion board.

## Grading

1. Attendance and participation, 10%
2. Two policy analysis reports, 20% each.
3. Exam 1, 25%.
4. Exam 2, 25%.
5. Final Grades
  - A = 100-93 (Excellent)
  - A- = 92-90
  - B+ = 89-86
  - B = 85-83
  - B- = 82-80 (Good)
  - C+ = 79-76
  - C = 75-73
  - C- = 72-70 (Average)
  - D+ = 69-66
  - D = 65-63
  - D- = 62-60 (Poor passing)
  - F = 59-0 (Failing)

## Academic Integrity

As commonly defined, presenting the words or works of others' as your own is plagiarism. Plagiarism is one of the worst academic sins, for the plagiarist destroys the trust among colleagues, without which research cannot be safely communicated. Plagiarism is also a violation of the UH Academic Honesty Policy. If you are uncertain of what constitutes academic dishonesty, you should contact

me prior to submitting the assignment and/or check the UH Academic Honesty Policy from the university website: [www.uh.edu/provost/policies/uhhonestypolicy.html](http://www.uh.edu/provost/policies/uhhonestypolicy.html). Students are expected to adhere to the UH Academic Honesty Policy. Cheating or plagiarism in course assignments, exams, and the final paper will lead to a grade of F.

### **Americans with Disability Act (ADA)**

The Americans with Disabilities Act (ADA) is a federal anti-discrimination statute that provides comprehensive civil rights protection for persons with disabilities. Among other things, this legislation requires that all students with disabilities be guaranteed a learning environment that provides for reasonable accommodation of their disabilities. If you believe you need special accommodations and assistance due to a disability, please contact the Center for Students with Disabilities (CSD Building 568, Room 110) and the Learning Support Services (LSS, 321 Social Work Building), or call 713-743-5411 to make appropriate arrangements.

### **Weekly Schedule**

#### **PART I. THE JOB OF GOVERNMENT**

##### *Week 1: Introduction*

1. January 19: Course overview, no required readings.
2. January 21: Accountability
  - Kettl Ch. 1, Case 1.2 and 1.3

##### *Week 2: The Job of Government (I)*

1. January 26: Role of Government: What Government Does
  - Kettl Ch. 2
2. January 28: Role of Government: Managing Government Performance
  - Moynihan, Ch.1, 3, 7, and 8

##### *Week 3: The Job of Government (II)*

1. February 2: What Is Public Administration?
  - Kettl Ch. 3
2. February 4: The Blurring Line between the Public and Private Sector
  - Kettl Case 3.1 and 3.2
  - Feeney and Rainey 2010

#### **PART II. ORGANIZATIONAL THEORY AND THE ROLE OF GOVERNMENT'S STRUCTURE**

##### *Week 4: Organizational Theory*

1. February 9: The Structural and System Approach to Organizations

- Kettl Ch.4 (pp.77-89)
2. February 11: Challenges to the Dominant Theories
    - Kettl Ch.4 (pp.89-102), Case 4.1 and 4.2

*Week 5: The Executive Branch*

1. February 16: Federal Executives
  - Kettl Ch.5
  - Distribute Analytical Essay Assignment 1
2. February 18: State-Level Bureaucratic Leaders
  - Riccucci and Saidel 1997

*Week 6: Organization Problems and Administrative Reform*

1. February 23: Organization Problems
  - Kettl Ch.6
2. February 25: Administrative Reform.
  - Kettl Ch.7
  - Weibel, Rost, and Osterloh. 2010

*Week 7: Exam 1*

1. March 1: Review for Exam 1 (by Kenicia Wright).
2. March 3: Exam 1 (in class).

### PART III. PEOPLE IN GOVERNMENT ORGANIZATIONS

*Week 8: The Civil Service*

1. March 8: The Civil Service
  - Kettl Ch.8, Case 8.2
  - Discuss Exam 1 (by Kenicia Wright)
2. March 10: Human Capital Management
  - Kettl Ch.9
  - Mastracci and Thompson 2005
  - Ryan and Haslam 2005
  - Policy analysis Assignment 1 due on March 11 by midnight on Blackboard Learn.

*Week 9 (March 14-18): Spring Break, no meetings in class.*

### PART IV. MAKING AND IMPLEMENTING GOVERNMENT DECISIONS

*Week 10: Decision Making*

1. March 22: Decision Making
  - Kettl Ch.10, pp.262-273, Case 10.1 and 10.2.

- Discuss policy analysis Assignment 1 (by Kenicia Wright)
2. March 24: Participatory Decision Making
    - Kettl Ch.10, pp. 276-292, Case 10.3.
    - Yackee 2015.

*Week 11: Budgeting*

1. March 29: Budgeting: Overview
  - Kettl Ch.12
2. March 31: Performance-Based Budgeting
  - Melkeres and Willoughby 1998

*Week 12: Implementation and Performance (by Kenicia Wright)*

1. April 5: Implementation
  - Kettl Ch.12
  - Meier and O'Toole 2002
  - Distribute Analytical Essay Assignment 2
2. April 7: Work on Essay Assignment 2, no in-class meeting.

PART V. ADMINISTRATION IN A DEMOCRACY

*Week 13: Regulation and the Courts (by Kenicia Wright)*

1. April 12: Administrative Rule-making
  - Kettl Ch.13, pp. 370-384.
2. April 14: The Judicial Branch and Public Administration
  - Kettl Ch.13, pp. 384-394, Case 13.2, and 13.3.

*Week 14: The Politics of Administrative Accountability (by Kenicia Wright)*

1. April 19: Separation of Powers and Accountability
  - Kettl Ch.14.
2. April 21: Bureaucracy and Democracy
  - Haeder and Yackee 2015.
  - Meier 1997.
  - Analytical Essay Assignment 2 due on April 15 by midnight on Blackboard Learn.

*Week 15: Wrap Up (by Kenicia Wright)*

1. April 26: Discuss Analytical Essay Assignment 2
2. April 28: Review for Exam 2

*Week 16: Make-Up and Final Exam*

- May 3: Make up exam from 10:00 to 11:30 am. Location: PGH Room 426.
- May 5: Exam 2 (in-class), from 10:00 to 11:30am.

**Caveat**

The aforementioned weekly schedule and assignments in this course may be subject to change.