THEORY & PRACTICE OF PUBLIC ADMINISTRATION
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Course Description

PUAD 502 is the introductory graduate course in the Core of the MPA Program. It provides an overview of the field of public administration study. Subjects treated are the development and purposes of public administration (P.A.), its political and international environments, major administrative institutions and processes, theory and attributes of organization, the public policy role of P.A., and more. The primary focus will be on the federal government, but the principles we examine will apply to state and local government and to most public bodies as well as many non-profit organizations. Other than a good undergraduate education, no prior background in public administration study or employment is assumed in the class though most students have such backgrounds.

This course deals with the nature of public bodies from the viewpoint of their internal operations and structure, but it also considers their legal, political, and social environment. Both the study and practice of PA concern a variety of disciplines. They address ethical ideas about moral issues; sociological ideas about people’s roles and relationships in organizations, and economic, political, and historical factors that help us to grasp government’s composition, character, powers, and limitations.

The main object of this course is to prepare new MPA students for graduate study in the field. Attendance, good note taking, and professional level discussion and writing are expected of everyone. Reading should always be completed before a class.

Though some of the class is conducted in lecture format, you are expected in a graduate class to participate, especially to ask, and answer questions. Class participation does not emphasize the amount or length of your contribution but its quality and relevance. Exams must be completed on the dates indicated unless there are very compelling physical and documented reasons to approve a delay. Absences should be minimized (2-3 max).
Required Textbooks


3. Readings & Slides: to be purchased in class at cost. On my Web Page at <mason.gmu.edu/~bbrown> are other required readings.

Assignments, Exams, and Grading

1. Complete the readings before class and keep good notes on your both readings and lectures.

2. In the 3rd class, February 5th, you should hand in a 1-2 page typed resume with the information indicated in the template.

3. Exams - There will be a midterm take-home exam due Mar. 18th and a final. Detailed instructions will be provided in class.

4. A 16-18 page research paper will be prepared. A separate guideline for it is provided below. The paper will investigate a common “administrative support” function in a large agency. By 12 February turn in a typed one-page description of your selected agency and the support function you will focus on with a list of some primary sources you will use. Completed papers are due on 29th Apr.- (half letter grade deducted for each late day). You will also write a short 4-5pp paper reflecting on the Fairfax Co. federalism class and the readings for that week. Due March 4th.

5. Grades - Grades are calculated on a simple traditional scale: A = Superior 90-100%; B = Good 80%-89; C = Inadequate - below 80%; F = failure or 60%. [Includes the plus/minus system]

Grades will be distributed as follows:1.) Midterm Exam 20%; 2.) Fairfax Co. paper 20%, 3.) Term paper 30%; 4. Final Exam 30%. The final exam will be comprehensive but with emphasis on materials from the second half of the course. NB: No make-up exams or incompletes will be given except for very severe and compelling reasons and with notice and approval in advance.

6. Contact with the Instructor - You can reach Dr. Brown (no voice mail please) to discuss any class-related matter during office hours (Mon-Tues 2-4) and by appointment, during class breaks, and by telephone (993-1405), or E-Mail (bbrown@gmu.edu).

Note well: In any E-mail to me Start the subject line with PUAD502
Dr. Brown

TOPICAL COURSE OUTLINE

Spring 2004

PUAD 502

Theory & Practice of Public Administration

[Thursday] 7:20 - 10:00 p.m.

Read: In Shaffritz and Hyde, Classics pp. 1-13 for some orientation. Read entire syllabus.

Jan. 29th  Historical Perspective: Evolution of Field of Public Administration
Read: Reader — Earth History; Continuum of Management; Beginnings of Management (1-18); Milokovich, Ch.1, “Approaching the Study of Public Administration,” pp. 21-30. On my Webpage-read: ‘PA History- Confucius: Life & Influences’
[Feb. 3 rd last day to add courses]

Feb. 5 th  Constitutional, Legal, and Political Framework of P.A.
Read: Milakovich_ Ch.2, “PA, Democracy, & the Pol Sys,” whole chapter and in Classics — Wilson (14); Goodnow (27); White (44). Note there are slides on the constitutional framework. in your reader
Resumes are due -with picture.

Feb. 12th  Public Agencies: Types and Structures

Feb. 19th  P.A.: Management Aspects — Theories of Bureaucracy
[TERM PAPER PROPOSALS DUE]

Feb. 24th  TUESDAY  FAIRFAX COUNTY GOVERNMENT CENTER CLASS: Local & Intergovernmental Administration (Class taught by our alumni)* Read: Milakovich, Ch. 4, “Federalism and Intergovernmental Relations;” Handout from Alums. Webpage: ‘Our Smallest Governments.’ THIS IS ONE OF OUR MOST IMPORTANT CLASSES. PLEASE ATTEND.

*Assignment (Due Mar. 4 th): Write a 4-5 page paper on any two new insights about local government and intergovernmental relations that you gained from this site visit and discuss its relationships to the reading for this week. The essay should be typed, well formatted, and carefully thought through. This is one of our most important single classes. It will be held at the Fairfax Co. Government Center, 5:30-9:30p.m. Conference Rooms 9&10. Food is provided.
NOTE - NO CLASS THURSDAY (please plan your schedules way ahead).

Mar. 4th  P.A.: Management Aspects: Human Relations and Sons of HR.

[Fairfax Co. Papers are due]  [See note below re: midterm exam]
A take-home mid-term exam will be E-mailed to the class during this period. It should be typed, double-spaced and have a cover page with all course data. There should be no discussions with classmates about the exam until after all are exams handed in (hard copy) at the Mar. 18th class.

[Thursdays]

Mar. 18th Systems Theories and Their Role in Policy Analysis
Read: In Milakovich, Ch. 5, “Organization Theory,” pp. 163-169. In Classics —Katz & Kahn, “Systems” -this is the key reading (209); In the Reader - Charts on systems development.

Mar. 25th Leadership and Decision Making.
Read: In Milakovich, Ch. 6, “Decision Making in Administration.” In Classics — Lindblom (p.198). In Reader- Slides on leadership. We will also see a videotape: The Pinetta Lectures on Executive Leadership.

Apr. 1st The Regulatory Role of Government.
Read: In Milakovich and Gordon, Ch. 11, “Governmental Regulation and Administrative Law,” On Web Page: Read all 8 short articles under Regulatory Administration – compare to Text.

Apr. 8th Public Budgeting and Financial Management
Read: In Milakovich, Ch. 9, Governmental Budgeting [and Financial Management]” In Reader – Slides about the budget. Optional- in Classics, articles by V.O. Key; Alan Schick.

Apr. 15th Human Resources – Public Personnel Administration in the Public Sector
Read: In Milakovich, Ch. 8, “Public Personnel Administration and Human Resources Development,” pp. 283-305; and 329-333. In Reader note slides on the subject. On Web Page: read 4 articles under Public Personnel Administration.

Apr. 22nd Ethics, Conflict, and Accountability in the Pub. Sector

Apr. 29th Discussion of Research Papers and Review of the Course
Come prepared to say a few words about what you discovered in your research and what you learned from your investigation. We will also discuss the nature of the final exam and the arrangements for it.

Final exam (take-home) typed and double-spaced, is due on or before 7 p.m. May 6th. Hard copy only. As with anything else in the course, keep a copy of anything you hand in.
This Honor Code policy has been endorsed by the University and by faculty in the Department of Public and International Affairs. It indicates the minimal standard that applies to your academic work as indicated below in the following paragraphs:

1. Quizzes, tests and examinations. No help may be given or received by students when taking quizzes, tests, or examinations, whatever the type or wherever taken, unless the instructor specifically permits deviation from this standard.

2. Course Requirements: All work submitted to fulfill course requirements is to be solely the product of the individual(s) whose name(s) appears on it. Except with permission of the instructor, no recourse is to be had to projects, papers, lab reports or any other written work previously prepared by another student, and except with permission of the instructor no paper or work of any type submitted in partial fulfillment of the requirements of another course may be used a second time to satisfy a requirement of any course in the Department of Public and International Affairs.

3. No assistance is to be obtained from commercial organizations that sell or lease research help or written papers. With respect to all relevant written work, proper footnotes and attribution are required. If you use another person’s words or ideas they must either be footnoted or the source mentioned in your text.
CAREER GOALS/LIFE OBJECTIVES

REASONS FOR PURSUING THE ____ DEGREE

EDUCATIONAL EXPERIENCES  (Schools, majors, degrees, awards, years)

________________
________________
________________

TECHNICAL & COMPUTER SKILLS  (Or other skills, e.g., acting, glassblowing, etc.)

EMPLOYMENT/WORK EXPERIENCE  (Organizations, positions, responsibilities, years)

________________  (start with current position and work backwards)
________________
________________

COMMUNITY/VOLUNTEER EXPERIENCES  (Organizations, places, activities, years)

________________
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AVOCATIONS/HOBBIES/INTERESTS

________________
________________

[Optional second page]

BACKGROUND/PERSONAL HISTORY

(Where raised, family, top 2 or 3 priorities, key events, achievements, etc. as you think appropriate.)
U. S. Government URLs for Research Information
By Prof. Brack Brown
Department of Public & International Affairs

There is a host of Websites that can help students get information for research papers, essays, and reports about government and politics at all levels of government: International, National, Multi-State, State, Regional, and Local. Some of the following sources overlap sources mentioned in the Department’s own website (listed below). Others are new and have been recently checked to make sure they are alive and useful. Each and every one chosen for this list is worth exploration if you are a student in Public and International Affairs, if you are simply taking a course in the Department, or if you are a curious citizen.

The Website of the Department of Public and International Affairs
http://www.gmu.edu/departments/pia/resources.html
Contains the Department’s Research Handbook and an Online Writing Guide plus many links.

The United States Government Manual
http://www.access.gpo.gov/nara/nara001.html
This invaluable description of government agency information can also be found in any university or county library in hardcopy form.

The Government by Sterby (All Branches of Government)
http://users.erols.com/irasterb/gov.htm
This is even more complete than the U.S.Govt Manual and covers all governments.

Federal Agencies, Independent Agencies, and Commissions
http://www.whitehouse.gov/government/independent-agencies.html
Especially good for regulatory agencies & commissions, including meetings reports.

U.S. Government and Politics Internet Sources
http://lib.mansfield.edu/gov.html
Information on states, county court systems, GOGs, municipal, codes, and more.

Official Government Gateway for Citizens, Business, & Government
http://www.firstgov.gov
Federal, state, local, and tribal agencies. Links to county and city websites.

State and Local Governments on the Web
http://statelocalgov.net/index.cfm
Includes gateways to federal, state, multi-state and local governments and associations. One can go to Virginia—Counties—Arlington Co.–Residents – County Govt –County Board -- Meetings

United States Congress
http://www.access.gpo.gov/congress/index.html
A way to get to bills, history of bills, hearings, visitor guides, maps, etc.

United States House of Representatives and the Senate
BRIEF STYLE GUIDE FOR TERM PAPERS & PROJECTS

This guide is prepared to help students avoid frequently violated rules of grammar, style, and organization in preparing their papers. It is only a supplement for other guides. Read it carefully before writing papers and consult a full-length guide such as the ones listed below. Consistently follow the guide you select.

1. Use a style manual/style guide and do so consistently when preparing papers.
2. Use a fresh ribbon in your typewriter or printer - hand in originals.
3. Page numbers should appear top right, top middle, or bottom middle of the page. Do not number page one (with word processors turn it off) - the 1st page of text.
4. Use standard one inch margins all the way around and a justified right margin (text flush with right margin).
5. Use standard indented paragraphs, and not block-paragraph format. See next item.
6. Double space the paper but do not add extra spacing between paragraphs.
7. But do add an extra space before subsections.
8. All quotes that require five (5) or more full lines should be indented and single-spaced with no quotation marks. Though not the new standard - use it.
9. When a word must be broken (hyphenated) at the end of a line always break such words between syllables.
10. Do not capitalize "administration," "state," "federal," or "government" except when the word refers to a specific one or quotes a source that capitalizes these words. There are few cases when it is necessary to do this though government reports often violate the rule.
11. You may use the Turabian/Chicago Manual footnotes-endnotes style or the APA style (with page numbers in the parentheses) but be consistent in that use. I prefer reading the former so I can more easily see the sources you are using.
12. Footnote numbers in the text should be indicated by superscripts(1), and they should normally be placed at the end of quoted or paraphrased material or at the end of the first sentence in which a reference to a source is mentioned.
13. When using Turabian type of footnotes use Ibid., to refer to a citation which is the same as the one immediately preceding, op. cit., or author's last name to refer to any previous citation except the one immediately preceding.
14. Number footnotes sequentially through the paper; don't begin a new set of footnotes for each section or page.
15. Normally it is incorrect for an entire paragraph to be composed of a quote. It is your ideas that are being examined. Patching together a string of quotes to carry forward an argument does not allow your ideas or argument to be identified. Always provide proper introductions or bridges for quotes. Don't stick them in without clear linkages to foregoing material. Pay special attention to this.
16. A single simple sentence is seldom a paragraph. Be sure you know what is required of a real paragraph. Journalists regularly violate this rule.

17. A paper of 18-25 pages does not need a bibliography unless one is assigned.

18. In a paper of a dozen pages or more subheadings are very useful. Check a published style guide to be sure that you are using them correctly. If you do use heading and subheadings, include a "Contents" page at the beginning.

19. Your paper title should be as accurate, interesting, and informative as possible. The reader should learn what the paper is about and maybe your perspective.

20. Always include a cover page with the title and all relevant course data, i.e., your name, the course, its number, the semester, date, and the instructor.

21. At the top of the first (opening) page repeat the title of the paper.

22. Always turn in the original hard copy of the paper (dark impression) and always make and keep a copy of the paper for yourself.

23. If you make a reference to a textbook or article that is used in your course, do not merely refer to it as "the textbook" or by the author's name alone (eg. Cooper says...). Instead treat it just as you would any other authoritative source you are using. Also avoid quoting the instructor's lectures as a source.

24. Do not start your paper in the middle. Begin your paper with a discussion of the nature of your subject, the purpose of the paper, the scope and importance of the subject, and its significance in the context of the assignment.

25. Don't pad your paper with lists or strings of items. Avoid the use of bullets. If a (short) list is essential use numbers and letters for each item.

26. Don't clutter your text with long quotes or technical details and excerpts from documents that can better be placed as appendices to the paper.

27. Documentation or citation - When instructed to properly document a paper, (use authoritative references) this means that a careful, extensive library search should be made for the following materials: scholarly books, journal articles, serious magazines, news sources (use sparingly), conference or commission reports, government docs, and reference materials (dictionaries, encyclopedias, atlases, census reports, etc.) These materials should be properly used to affirm or deny points, to describe situations, and to analyze relationships.

In papers that deal with administration, management, and governance, documentation may also include laws, regulations, annual reports, hearing material, consultant studies, organization charts, newsletter, official manuals and handbooks, etc. It is often desirable to use interviews, questionnaires, surveys or other sampling exercises to support your argument and findings. Computer searches are relatively easy and will give you access to a starting bibliography for your papers. If you are unfamiliar with doing them a reference librarian will be happy to show you how to get started.

28. Personal opinions, allegations, hearsay, naked assertions, (eg., The department has always been in a mess.... or The deputy director never liked Ms. X) do not constitute acceptable evidence. The weight of evidence should come from sources such as those referred to in #27 above.
Term Paper Guidelines

This 16-18 page typed, double spaced paper will be written based on serious academic research using scholarly materials (books, professional journals, official documents, interviews, etc.). There should be a separate cover page with all course data. The summary style guidelines for writing papers (provided) should be followed in combination with some general style guide (Turabian or APA). This course is both a graduate level introduction to basic public administration concepts and to graduate research paper preparation. Therefore the skillful use of authoritative materials and their proper citation are very important. (Excessive reliance on newspaper or Internet materials is discouraged - documents, books, and journal articles are preferred). I lay this out in more detail below.

Your paper should give roughly equal weight to three aspects of a public bureau or agency. The first task is to discuss the agency’s environment, history, structure, programs, and mission. This is to provide a context for the paper. Second, you will select and describe a particular generic administrative "support function" organized within that agency (this is usually the most difficult part to get right). More on this below. Third, you will show how public administrators who specialize in carrying out that support function (within the bureau or agency) respond to some major external challenge (a problem or opportunity created by congress, courts, society, or technology). You will often discover such a challenge only after you begin to investigate the history, mission, and activities of the target agency and its support unit. (Homeland Security is too new and too large for this assignment, so steer away from this agency). Let me discuss the 3 components in more detail.

First: After you select a public agency or large division within the agency you will first discuss its political environment, origins, size, growth, rationale (reason for being created as a government activity), its organization, and its main programs. But your agency choice should finally be selected only if there is in it a substantial "support function" of the kind identified below.

Second: you will focus on a basic internal support function (NOT mission of the agency) that is organized as a unit of the agency - (there are usually several of these units in any large agency). Choose a support function that is separately organized into a substantial and distinct unit within the agency with 5 or more full-time employees and whose main objective is to serve the internal needs of the larger agency and its programs. Describe the origins, organization, and purposes served by this supporting unit, i.e., what does it support and how? Your emphasis should be on how the support function is tailored to or especially fits the work of your selected agency, (e.g., a legal division in an education department works differently than it would in the CIA). See the next paragraph for other specific examples of these support functions.

Among the support functions you may select are: auditing, budgeting, conflict management, contracting, ethics units, a counsel (legal) office, program evaluation, data and information management,
grants management, personnel or human resources management, planning, policy analysis, procurement management, research, security management, or interagency or intergovernmental coordination management. Note, once more, the term "support function" here does NOT refer to activities directly involved with carrying out an agency's external mission or programs, i.e., those which directly serve citizens. Rather it is those internally organized functions that serve the agency itself.

In the third part of the paper, you are to identify an important "challenge" from outside the agency (in its "environment") that seriously affects or may affect how the support function operates. The challenge may be an obstacle, an opportunity, a pressure, or a situation outside the agency. The challenge should be judged on the basis of its importance to the specific support unit and its administrators. It must be something that requires a problem solving response from the administrators who carry out these support activities. [In no case should you identify a "challenge" that is nothing more than a reduction of the funds or budget for the agency]. The challenge may come from such external sources as the White House, Congress, the courts, powerful lobbies or citizens groups, or from social or technological change. Show how the support administrators in the unit respond to the challenge or resolve the problem?

You must use some scholarly books, relevant journal articles, and official documents and reports to back up your descriptions, observations, and analytical comments. Interviews are great if you can get them. Personal experience should be used sparingly. All sources should be specifically cited where appropriate and take the form of footnotes or endnotes. Be careful how much newspaper or Internet material you use. Again, my style guide has some hints about the way to use and cite these materials. Read it carefully. You should use the GMU library computer search capabilities to find the sources that will help you complete the project. Reference librarians will help you learn these simple and extremely valuable methods for getting a bibliography for a project if you are not already familiar with the procedures.

Proposal for the Paper

By 26th February, or before, hand in a clear, carefully written, double-spaced one page description of the project you are interested in writing about. Include an informative title and some references (fully cited) to show sources you have looked at. A cover page should have your name, telephone and E-mail, course, and semester. I will let you know as soon as possible if the proposal meets the criteria for the assignment. Papers are due by 29th of April, which will give everyone eight weeks for preparation. Late papers will be marked down a letter grade for every day they are late.
DEEP HISTORY
Antiquity to the Present (Human evolution, inventions, management epochs)
Useful Inventions for Civilization- Before Christ and before Columbus.
Sophisticated Civilizations 6,000BC-1000AD: The long record of complex administration. What Does Pre-history Teach Us? (Govt always essential; Public Administration is one of the oldest professions, admin a primary human art form.

CONSTITUTIONAL CONTEXT
The Government of the United States (overall organization)
Spheres of Power Provided by the Constitution (People, Legis’, Exec’, Judiciary)
Traditional Constitutional AND Democratic Values
Amendments to the Constitution (an ongoing process)
Checks and Balances - Federal Branches (Note: Counterparts at State Levels)

LEGISLATIVE ORGANIZATION
House of Representative Organization Chart and GAO Organization Chart
Organization of the House and Senate - Their Public Administration Agencies
How a Bill Becomes a Law - (flow chart)
Promulgation & Codification of Legislation AND Rules (of the agencies)

GROWTH AND SCOPE OF GOVERNMENT
Perspectives on What We Ask Government to Do -Uncontrolled Growth? - Largest Depts
Reach of the Federal Bureaucracy: - Touching You, Touching me
The Essential Public Purposes: 7 Expected Activities of Modern Governments
Pressures For Expansion of Amer Govt (Demography, Territory, Tech’, Econ’, Urbanization, Crisis)
Interdisciplinary View of PA: an Amalgam of 7 Disciplines (and more)

EXECUTIVE ARCHITECTURE
The Government of the U.S. – (organization chart without Homeland Defense)
The White House Office and the Executive Office of the President
Structure of the Defense Department
Structure of the California Executive Branch
Structure of the Los Angeles Mayor’s Office
Structure of the Arlington Police Department
Unit of Local Government (86,692) Pie Chart: (counties, municipalities, School Districts, Special Districts)
Regulatory Agencies (continued)
Organization of the Fed & State Judicial Systems(there are multiple local systems)

PUBLIC ADMIN FOUNDERS & BUREAUCRATIC THEORY
Woodrow Wilson: Profile/Pic (pol. scientist, Univ.Pres, NJ Gov., U.S. President)
Frederick W. Taylor (1856-1915): Writings, Contributions, Point of View
Taylor’s Midvale Steel Co.(Gaant pic) & Machine Shop where ‘Sci Mgt’ Discovered Taylor’s “Schmidt” - Discovery of the real Schmidt (Henry Nolls -his famous house)
Max Weber (1864-1920): Writings, Contributions, Point of View
Max Weber Photo – Made earliest studies of bureaucracy as a sociological concept
Luther Gulick (1892-1992): Writings, Contributions, Views (Staff Dir. Brownlow Comm)
Luther Gulick Picture: (ASPA founder, NY Ed reformer, NYC Budgeter, Marshall Plan)
Brownlow Report Intro to Congress by Pres. Roosevelt- “The presidency needs help…”
Brownlow Report Diagram - Agencies reporting directly to the President
Brownlow Report - text on “Admin Mgt 5 pt program to reorganize the exec branch
Elton Mayo (1880-1949) - Dir of Hawthorne Studies: Writings, Contributions, Pt of View
Maslow’s Hierarchy of Needs Diagram of Components
McGregor’s Theory X - (set of assumptions of managers about workers)
McGregor’s Theory Y - (alternative set of assumptions of managers about workers)
Theory Y - Some critical views
Herzberg - Two-Factor Theory (Hygiene and Motivation)

SYSTEMS
THEORIES
Input - Output Model of a Simple System
Input-Organization-Output- Feedback Model of a Simple System
Input-Output Subsystems - an Environmental Model
Simple Dynamic Equilibrium System Model
Complex Dynamic Equilibrium System Model after Katz & Kahn
Complex Dynamic Equilibrium System Model - with individual subsystems described
Application of the Systems Model to Administration in the Political System

LEADERSHIP & MANAGEMENT
Leadership Defined: (position, person, behavior, relationships, roles)
Leadership Theories - various representative (Taylor, Stodgdill, French, Likert)
Leadership and (types of) Power (Reward, Coercive, Legitimate, Referent, Expert)
Leadership Traits (Stodgdill) - (Capacity, Achievement, Responsibility, Participation, Status, Situation)
Leadership Styles: Democratic vs Authoritarian
Leadership Styles: Democratic to Authoritarian Scaled
Leadership Styles: 3 Infl Sys – Authoritative, Democratic, Laissez-Faire
Blake-Mouton Managerial Grid – Concern for People vs Concern for Production
Organizational Personalities: Anthony Downs 5 types vs Robert Presthus’s 3 types

PUBLIC PERSONNEL
ADMINISTRATION
Garfield’s Assassination
Merit System Principles & Prohibitions
Personnel Legislation Landmarks
History of Civil Service Merit System – Book edited by GMU professor Pfiffner

OTHER
The Move to Privatization: 20 Activities Privatized 1987-1995
Regulatory History of the United States