

**PA 600: Scope of Public Administration**

Section 1, Schedule Number 02452

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You will be most likely to reach me and receive a timely response from me if you contact me by e-mail rather than by phone. Please use an appropriate subject line for the e-mail that is directly related to the course so I do not accidentally delete your e-mail as spam.

**COURSE PURPOSE AND SCOPE:**

Description from Graduate Bulletin: “The development of public administration as an academic discipline; a systematic evaluation of the rise and operations of large-scale public bureaucracies.

When the American founders laid out the structure of government, they delegated responsibilities to three branches: an executive (president), legislative (congress), and judicial (the courts). Over time America’s “unofficial fourth branch,” the public bureaucracy, has grown substantially in size and scope, leaving students of government with many questions about what public administration is and how it “fits” in larger institutional and political frameworks. The aim of this class is to give you the tools you need answer these key questions about bureaucracy. We will touch on both the nuts and bolts of how the system works as well as some broader theoretical questions about where to draw the line between public administration and private organizations as well as democratic dilemmas that arise for public administrators. We will focus on the tensions and trade-offs among the multiple levels of government and the many political masters in discussions and readings throughout the semester.

**COURSE OBJECTIVES:**

Topics will include performance and accountability, roles and behaviors of bureaucrats and managers, political and structural constraints on administrative discretion, the budget process, personnel administration, influence of political transition on public administrators, and bureaucratic reform efforts at the local, state and federal levels of government. More specifically, you will:

- Learn and analyze the theoretical and practical concepts of public administration from an interdisciplinary lens, including the political science, economic, and sociological disciplines, among others;
- Survey both classic and modern literature that contributes to the discourse in public administration;
- Critically review and analyze, debate and discuss different strategies for effective and accountable service delivery to the citizenry;

- Apply the theoretical and conceptual foundation to actual or realistic problems and challenges facing public administrations at the local, state and federal levels;
- Through written and oral communication, analyze and present on specialized areas of public administration and the related challenges facing modern civil servants.

## **TEXTS**

There is one required text, as well as numerous required book chapters and articles that will be made available on Blackboard. The required text is:

James Q. Wilson, 1989. *Bureaucracy: What Government Agencies Do and Why They Do It*. New York: Basic Books.

This book is available for purchase at the SDSU bookstore.

## **COURSE REQUIREMENTS:**

**Screening Exam:** The grade for this course will be based on a final screening exam that will be administered at the end of the semester. In order to continue in the MPA program, all students are required to pass the screening exam. This exam will be a four-hour proctored written essay exam based on theories and concepts we have discussed throughout the semester. Those students who fail the exam will receive an incomplete for the course and are required by the MPA program to formally enroll in PA 600 a second time and retake the exam within one year.

**Discussion Questions:** In addition, all students are required to submit 2-3 thoughtful, analytical discussion questions to the instructor by e-mail by the Sunday night before each class. These questions should be based on the readings for that Monday night's class and should attempt to address a theme that spans across two or more of the readings. The purpose of the discussion questions is to:

- 1) help students think more analytically about the material as they read so they will be better prepared for the screening exam, and
- 2) help the instructor gain a better understanding of what students' view as important about the readings. The instructor can then either reinforce these ideas, or redirect the students' attention to other important points in order to better prepare them for the screening exam.

## **ACCOMODATIONS**

Students who need accommodations of their disabilities should contact me privately to discuss specific accommodations for which they have received authorization. If you have a disability, but have not contacted Student Disability Services at 619-594-6473 (Calpulli Center, Suite 3101), please do so before making an appointment to see me.

In addition, I will make every effort to accommodate difficulties in attendance arising from religious observance. You are asked to bring any possible conflicts to my attention as soon as possible. Students should not expect, if they do poorly on an assignment/exam, to claim at that time the need for an accommodation. This statement is to preclude that problem, and allow people with a need for accommodations to be treated fairly and appropriately.

**COURSE READING SCHEDULE (dates of readings may be subject to change):**

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**JAN 26: Introduction to the Course**

**FEB 2: History and Study of Public Administration**

- Max Weber. "Bureaucracy." [only "Bureaucracy"- ignore next two sections] **(Blackboard)**
- Woodrow Wilson. "The Study of Administration." **(Blackboard)**
- Herbert Kaufman. 1956. "Emerging Doctrines of Public Administration." *The American Political Science Review*: 50, 4. **(Blackboard)**
- Francis E. Rourke. 1987. "Bureaucracy in the American Constitutional Order." *Political Science Quarterly*, 102, 2. **(Blackboard)**

**FEB 9: Administration and Democracy: An Overview**

- Behn, Robert D. 2001. *Rethinking Democratic Accountability*. Washington, D.C.: The Brookings Institute. Chapters 1-7 (p. 1-140). **(Blackboard)**
- Wilson, James Q. 2000. *Bureaucracy: What government agencies do and why they do it*. Basic Books. **Chapter 18.**

**FEB 16: Administration and Democracy: An Overview**

- Goodnow, Frank J. 2007. *Politics and Administration*. In J.M. Shafritz & A.C. Hyde (Eds.), *Classics of Public Administration*, 6th Ed. p. 28-30. Boston: Thomson-Wadsworth. Original: *Politics and Administration: A Study in Government*. New York: Russell & Russell, 1900. **(Blackboard)**
- DiIulio, John. 1994. "Principled Agents: the Cultural basis of behavior in a federal government bureaucracy," *Journal of Public Administration Research and Theory*, 277-318. **(Blackboard)**
- Wood, Dan and Richard Waterman. 1991. "The Dynamics of Political Controls over Federal Bureaucracy," *American Political Science Review*, 801-828. **(Blackboard)**

**FEB 23: Administration and its Political Masters: Chief Executives, Legislative Bodies, and the Courts**

- James Q. Wilson. **Part V, Context**  
**Chapter 13 "Congress," Chapter 14 "Presidents," Chapter 15 "Courts"**

**MAR 2: After the Election: Political Transition and the Bureaucracy**

- Kumar, Martha Joynt. 2008. Getting Ready for Day One: Taking Advantage of the Opportunities and Minimizing the Hazards of a Presidential Transition. *Public Administration Review*. 68, 4: p. 603-617. **(Blackboard)**
- Wellford, Harrison. 2008. Preparing to Be President on Day One. *Public Administration Review*. 68, 4: p. 618-623. **(Blackboard)**
- Johnson, Clay. 2008. Recommendations for an Effective 2008 Transition. *Public Administration Review*. 68, 4: p. 624-626. **(Blackboard)**

### **MAR 9: Administration and its Political Masters: Legislative Bodies**

- Gilboy, J. (1992). "Penetrability of Administrative Systems: Political "Casework" and Immigration Inspections." **(Blackboard)**
- Huber, J., Shipan, C. & Pfahler, M. (2001). Legislatures and Statutory Control of Bureaucracy **(Blackboard)**
- Aberbach, J. (2002). "What's happened to the Watchful Eye?" *Congress and the Presidency* 29. 3-23. **(Blackboard)**

### **MAR 16: Administration and its Political Masters: the Courts**

- Canes-Wrone, (2003). Bureaucratic Decisions and the Composition of the Lower Courts **(Blackboard)**
- Kagan, R. (1991). "Adversarial Legalism and American Government," *Journal of Policy Analysis and Management*, 369-406 **(Blackboard)**

### **MAR 30: NO CLASS- SPRING BREAK**

### **MAR 23: Federalism: The Interorganizational Challenge**

- Kettl, Donald F. 2006. Managing Boundaries in American Administration: The Collaboration Imperative. *Public Administration Review*. 66: p. 10-19. **(Blackboard)**
- Keiser, L.R. & Soss, J. (1998) With Good Cause: Bureaucratic Discretion and the Politics of Child Support Enforcement. **(Blackboard)**
- Scheberle (1997). "Policy Implementation and Working Relationships- Strategies and Stories" from *Federalism and Environmental Policy*. **(Blackboard)**

### **APR 6: Civil Society, Interest Representation, and Public Administration**

- Putnam, R. (1995). "Tuning In, Tuning Out: The Strange Disappearance of Social Capital in America." *PS: Political Science and Politics*, Vol. 28, No. 4, pp. 664-683 **(Blackboard)**
- Knack, S. (2002). "Social Capital and the Quality of Government: Evidence from the States." *American Journal of Political Science*, Vol. 46, No. 4, (Oct., 2002), pp. 772-785 **(Blackboard)**
- Coleman, Brudney, and Kellough. (1998). "Bureaucracy as a Representative Institution: Toward a Reconciliation of Bureaucratic Government and Democratic Theory." *American Journal of Political Science*, 717-744. **(Blackboard)**

### **APR 13: Inside Bureaucracy: Organizations Public and Private**

- James Q. Wilson. **Part I, Organizations and Chapter 17, "Problems"**
- Graham T. Allison. "Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?" **(Blackboard)**

**APR 20: Inside Bureaucracy: Street-Level Bureaucrats**

- Wilson, James Q. 2000. *Bureaucracy: What government agencies do and why they do it*. Basic Books. **Chapters 3; 9.**
- Lipsky, Michael. 2004. *Street-level Bureaucracy: The Critical Role of Street-level Bureaucrats*. In J.M. Shafritz & A.C. Hyde (Eds.), *Classics of Public Administration*, 5th Ed. p. 415-422. Boston: Thomson-Wadsworth. Original: *Street-level Bureaucracy: Dilemmas of Individuals in Public Service* (1980). **(Blackboard)**
- Carrington, Keith. 2005. Street-level discretion: Is there a need for control? *Public Administration Quarterly*. 141-162. **(Blackboard)**

**APR 27: Inside Bureaucracy: Administrators**

- Wilson, James Q. 2000. *Bureaucracy: What government agencies do and why they do it*. Basic Books. **Chapters 10-12**
- Starling, Grover. 2008. *Managing the Public Sector*. Boston: Thomson-Wadsworth. p. 501-544. **(Blackboard)**

**MAY 4: Politics, Administration, and Reform**

- The National Performance Review. 2004. *From red tape to results: Creating a government that works better and costs less*. In J.M. Shafritz & A.C. Hyde (Eds.), *Classics of Public Administration*, 5th Ed. p. 556-563. Boston: Thomson-Wadsworth. **(Blackboard)**
- Kettl, Donald. 1997. "The Global Revolution in Public Management," *Journal of Policy Analysis and Management*, 446-462. **(Blackboard)**
- Thompson, Fred & Hugh T. Miller. 2003. New Public Management and Bureaucracy Versus Business Values and Bureaucracy. *Review of Public Personnel Administration*. 23, p. 328-343. **(Blackboard)**

**MAY 8: SCREENING EXAM IN PSFA 100.**