Welcome to ‘Public Administration.’

Consistent with the Liberal Arts mission to broaden awareness, to make connections among seemingly disparate subjects, to illuminate, to foster and support ways of understand the meaning and context of the many subjects that fall under our gazes, this is a course ABOUT ‘bureaucracy’ not a course IN ‘bureaucracy.’ It’s a great subject to learn, as well as a pleasure and a privilege to teach.

Public administration is at the center of our hopes and anxieties for American government. But the subject is one of those things that ‘everybody knows’ and is not subject to critical discussion as are many others in our culture. Much public discussion of “public administration” revolves around pleas for efficiency combined with assertions concerning the incapacity of public efforts to be efficient, by definition. But others complain attempt to make administrative agencies LESS efficient. This should tell us something... Another species of discussion revolves around that assertion that there is ‘too much’ public administration (‘we need to let the private sector lead’) or ‘too little’ public administration (‘Congress needs to rein in the banking sector’ or ‘day care workers must pass a state background check’). One gets the idea that our discussions of public administration must be host to legions of fools, poseurs, ignoramuses, ideologues, and snake oil salesmen. Why wouldn’t the rest of us experience extraordinary anxiety about the public administration?

Cutting through the nonsense, however, yields a pretty interesting and compelling subject. By ‘public administration’ we [generally] take to mean the legal and organizational arrangements to plan and execute public policy. This assertion would seem to predict a course that catalogues typologies of organizations, varied process designs, and operational mechanics. Interestingly, the goals of these institutions are varied, complex, even eccentric, as are their operations. Those eccentricities are actually part of the design. But these beg for explanation. Political scientists find public administration so interesting because it is both arena and prize for political partisans: We find just about all the political contests of our time reflected in public administration.

What then? Therefore, this course respects the practical challenges and reasoning of public administrators as they attempt to use their authority to solve complex public problems. It will infuse this with appreciations of context, consequences, history and the multifaceted nature of administrative practice in a democracy. We can seek to
understand ‘how things work’ and ‘why’ in the public sector of the U.S. That’s what we will devote ourselves to in this course.

**Parable of the Blind Men and the Elephant**

Current discussion about “bureaucracy” brings to mind the ancient Indian parable, “The Blind Men and the Elephant.” As the story is told, a prince receives several blind men who have returned after fulfilling the prince’s charge to investigate and report on an ‘elephant.’ The prince asks each man, “Have you seen the elephant? Tell me, what sort of thing is an elephant?” One by one, there ensue different answers: a brush, a pillar, a plough, a serpent, a winnowing basket, a spear, a boulder…

‘O how they cling and wrangle, some who claim
For preacher and monk the honored name!
For, quarreling, each to his view they cling.
Such folk see only one side of a thing.’

The ‘hands-on’ approach has its flaws, doesn’t it? Several blind men reporting on contacts with ONE elephant is a simple version of what actually is going on in many discussions concerning public administration. Imagine a more realistic example with the same group of blind men surveying and reporting on entire menagerie of ‘beasts.’

**COURSE OBJECTIVES.**

Completing this course successfully, students will be able to...

- Recognize and analyze the multiple and contingent environments in which public agencies operate.
- Recognize, map and evaluate important organizational relationships, structures, processes and patterns that define agency success.
- Explain how public agencies differ from private organization, in terms of goals, accountabilities, processes and performance.
- Appreciate the numerous roles expected of and played by public agencies beyond those of instrumental achievement.
- Understand the practical dilemmas of public administrators and the methods they use to resolve these dilemmas.
- Apprehend the important of collaboration and collaborative relations enjoined by public agencies to accomplish their goals.
- Express their analyses and judgments on these matters persuasively and clearly.

**TEXTS AND REQUIRED READING**


In addition to the Johnson text, students will also be assigned some 25-30 short and
long articles, reports, case studies, and book chapters as required reading. They will be available as handouts, as well as downloadable via Blackboard.

**GRADES AND WEIGHTS.**

- Formal Challenge Essays (4) **75%**
- Quizzes. Periodic unannounced and announced quizzes. **10%**
- Engagement and Contribution to Class Discussion * **15 points**

**GRADING SCALE.** After all the weighted grades are calculated in a spreadsheet, final course grades will be assigned based on this scale.

<table>
<thead>
<tr>
<th>Grade</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>A+</td>
<td>98-100</td>
</tr>
<tr>
<td>A</td>
<td>92-97.99</td>
</tr>
<tr>
<td>A-</td>
<td>90-91.99</td>
</tr>
<tr>
<td>B+</td>
<td>88-99.99</td>
</tr>
<tr>
<td>B</td>
<td>82-87.99</td>
</tr>
<tr>
<td>B-</td>
<td>80-81.99</td>
</tr>
<tr>
<td>C+</td>
<td>78-79.99</td>
</tr>
<tr>
<td>C</td>
<td>70-77.99</td>
</tr>
<tr>
<td>C-</td>
<td>60-69.99</td>
</tr>
<tr>
<td>F</td>
<td>0-59.99</td>
</tr>
</tbody>
</table>

**CRITICAL DUE DATES**

- Plagiarism self-test **Saturday, February 7, 2015 [midnight]**
- 1st Essay **Friday, February 13, 2015 @ 5pm**
- 2nd Essay **Friday, March 13, 2015 @ 5pm**
- 3rd Essay **Friday, April 17, 2015 @ 5pm**
- 4th Essay **Tuesday, May 12, 2015 @ 5pm**

**COURSE EXPECTATIONS.**

As a university course, this course is designed to be informative, relevant and topical, as well as challenging: It requires active preparation as well as attentiveness and participation in the class. It will not be ‘info-tainment.’ Maybe it is more demanding than you are used to. If you find yourself unwilling or unable to keep up with the assignments or if you have trouble comprehending the assignments and/or the class discussion, perhaps this is not the course for you. But I will state that if you are interested in politics you SHOULD be interested (or allow yourself to be interested) in public administration, a series of enterprises that are implicitly political in content. If you find that the subject doesn’t interest you, there is no crime in that. However, if you do not see the importance, political or otherwise, in the subject of this course… you should reconsider your choice to take this course.

**Academic Integrity.** This course adheres to the Academic Integrity Policy of the Colorado State University General Catalog [http://www.catalog.colostate.edu/] and the Student Conduct Code. Colorado State University has long upheld values of academic and scholastic integrity. The General Catalog’s “Policies and Guiding Principles” asserts that CSU “expects students to maintain standards of personal integrity that are in harmony with the educational goals of the institution” - citing “principles of academic honesty” as the first example. Academic dishonesty and breaches of academic integrity including but not limited to plagiarism as well as collaboration among students on papers will not be tolerated. Members of the class are expected to know what academic integrity is and what it requires in practice.
Plagiarism Self-Test. Each member of the class must successfully complete this by midnight on Saturday, 7 February. This online self-test is accessible online at http://tilt.colostate.edu/integrity/resources/quiz/index.cfm

On the last page of the self-test, you notify the instructor of completion by sending notification to scott.moore@colostate.edu.

SafeAssign is a text searching / plagiarism-detection service purchased by our University. It compares text with an astonishingly vast database of published sources and student papers. All written work must be submitted via the appropriate SafeAssign ‘drop box’ located on the course Blackboard site. There will be a different ‘drop box’ for each essay.

Courtesy. As members of the University community, we owe it to each other to establish and preserve an environment that respects and supports the learning endeavor. Common courtesy is a minimal standard of practice in all aspects concerning this class, and all communications directed to fellow students and the instructor. Hopefully we will exceed this minimal standard with mutually supportive and cordial interaction. This is a monotasking environment: Cell-phones must be ‘off’ and out of sight through the entirety of each class session [exceptions for qualified emergency first responders]. Laptops and tablets may be used for note-taking (which means that typing and not browsing should be occurring).

If you arrive late or need to depart early, please do so quietly with minimal disruption to the class. Chronic lateness or early departure is a problem, however. Disruptive and uncivil behavior may result in a student’s referral to the Office of Conflict Resolution and Student Conduct Services as violation of the CSU Student Code of Conduct, with a request for dismissal [see: http://www.conflictresolution.colostate.edu/conduct-code].

Time allotted to this course. The answer to the question of how much commitment of time is necessary to succeed in a course is an ambiguous one: Students vary in their abilities, their concentration and focus. Writing comes easier to some than to others, and not all subjects are experienced the same by all students. So there is variation in skill and backgrounds. And assignments vary from week to week and day-to-day. According to Section 1.7 of CSU’s General Catalog [http://www.catalog.colostate.edu/], CSU students...

“should expect that each credit hour will require approximately two to three hours (for some students in some classes, more time and in a few classes less time) of effort per week to attend classes and to accomplish readings and out-of-class assignments in preparation for successful completion of the course requirements.”

RamCT/Blackboard: Posts and messages in Blackboard is how I communicate with members of the class, make assignments, announce quizzes, give updates and clarifications on assignments, post clarifying memos, everything. If you have chosen to block or spam your CSU emails, you have deliberately opted out of this assistance. As
unfortunate as that might be, that is your problem and it does not constitute an acceptable excuse for missing ANY assignments, memos, or emails. Make it a point to check Blackboard frequently.

COURSE REQUIREMENTS.

ATTENDANCE and PREPARATION is required and preparation for class is essential. The instructor does not ‘go over’ the text materials. Instead, reading assignments are to be studied and digested prior to class meeting. These serve as a platform for mixed lecture and class discussion. Familiarize yourself with the facts and the arguments advanced in the readings: Without this you will be [and SHOULD be] lost. Be prepared to interrogate and question these in class. Attendance means both body and mind, engaging in the subject, disengaged from other texts, homework for other classes, facebook, text messages, etc. Computers and cellular devices? Turn them off, put them away. The classroom is a monotasking environment.

Attendance Policy. Having enrolled for this course, each student is expected to organize herself or himself to arrive in class by the beginning of the announced class period. Attendance will be taken at the beginning of class. If you miss the roll, then the burden is on you. Missing 8 class meetings will earn an F in this course.

QUIZZES. Short quizzes will be periodically given, based on the assigned readings for the day/week. There are no makeups for quizzes. Missed class due to documentable illness, etc. will result in taking that quiz out of the quiz grade calculations. Documentation of excusable misses must be resolved in real time, not a week or more later. If you miss for other reasons, that day’s quiz score will be ‘0.’

* CONTRIBUTIONS TO CLASS DISCUSSION. This is not the same as “Attendance” or mere “participation.” Evidence of active engagement in the class and contributions to discussion will be generously evaluated. No evidence of engagement and/or no contributions to discussion will be recorded as ‘none’ (0) out of the possible 15 points mentioned above in grading weights. Bringing your textbooks and the readings to class will be very useful, especially for following the case studies, from which specific in-class discussion will be based. Contribution to class discussion is important. Preparation, by writing down questions and issue-points is a good platform for your performance in discussion. Pay very close attention to this paragraph: If you are confused by this, see Dr. Moore ASAP for explanation.

FORMAL WRITING ASSIGNMENTS AND PAPERS. The written assignments in this course are organized around four challenge essays of 1400-1500 words (usually 5 pages, without ‘filler’ or ‘word bloat.’) A challenge essay is an assignment where students get a question to answer, using the course readings and lectures as the basis for their essays. Some challenge essays from prior semesters will be posted on Blackboard to give students an idea of what is expected.

“Late Policy.” Every student will have the same duration of time to perform the task of organizing and writing and editing these papers assigned well-in-advance of their due
dates. Late papers will be penalized one letter grade per day late and fractions thereof. Documented excuses, with names and contact numbers will be required for any leniency or flexibility on this matter.

Required essay citation format. Essays will be tightly organized, and well-edited. First drafts fare very well in the grading criteria (see Blackboard for this). This course requires students to use the Chicago Manual of Style ‘author/date’ system of citation. This is one of the most straightforward systems in use and is one of the methods of citation supported by the CSU Writing Center. Its guide to the Chicago Style is available at http://writing.colostate.edu/guides/guide.cfm?guideid=10. The instructor will also distribute a reference ‘style sheet’ in class and will be posted on Blackboard

Essay grading criteria. There will be two broad criteria used in assessing and grading course essays. One is substantive: Thoroughness, accuracy, originality, conceptual mastery, organization and coherence, clarity, and overall persuasiveness. The second is mechanical: Organization, proper paragraphing, and adherence to CMS Style, grammar, sentence structure and spelling, among others.

Policy about Student Well-Being.

Students occasionally struggle with family issues, personal obligations, work scheduling issues, health issues, and other concerns that are barriers to academic performance. Usually these can be managed if you let your instructor know about these and keep him in the loop. My primary concern is your academic well-being and I want to help you. I expect to hear about issues as they are occurring so that we can find solutions that don’t impede your academic progress. The earlier I know and can anticipate issues and help to resolve them, the better off everyone will be.

Topical Course Outline and Readings

You can count on some changes and substitutions. These will be announced well in advance.

1. Public Administration as Structurally Varied & Complex.
Johnson, Chapter 1 and 2. The Mosaic of American Governments
Weber, “Bureaucracy” [Blackboard]

2. Federal/State/Local Networks in Administration; Conflict and Collaboration?
   Johnson, Chapter 3. Administration in a Federal Network
   To be announced [Blackboard]

   Johnson, Chapter 4.
   Privatization Case Study, to be announced [Blackboard]
   To be announced.

   Johnson, Chapter 5. The Dynamics of Bureaucracy
   To Be Announced [Blackboard]

5. The Accretion of Public Purposes: Rationales, Contestation, and Change.
   Johnson, Chapter 6. From Public Purposes to Public Policies
   Johnson, Chapter 22. Government and Business
   To be announced [Blackboard]
   Gaus, ‘The Ecology of Public Administration’ [Blackboard]

6. Executives as Managers; Legislatures as Managers; Managers as Policymakers
   Johnson, Chapter 7. Public Executives - Leading and Managing
   Rosenbloom, ‘Public Administration Theory and the Separation of Powers’ [Blackboard]
   Schick, ‘Congress and the Details of Administration’ [Blackboard]
   Moe, ‘The Politics of Structural Choice’ [excerpt Blackboard]

7. Decision Making in Public Administration
   Johnson, Chapter 8. Administrative Decision Making
   Lindblom, ‘The Science of Muddling Through’ [Blackboard]
   Treasury Department, ‘Report on the ATF...’ [Blackboard]
   Gladwell, ‘Sacred and Profane’ [Blackboard]
8. Getting and Spending Money

    Johnson, Chapter 9. Public Money
    Barlett The Benefit and the Burden [excerpt on VAT Blackboard]
    ‘The Colorado Budget Process’ [Blackboard]
    ‘The Federal Budgetary Process’ [Blackboard]
    To be announced [Blackboard]

7. Politics, Publics and Public Management

    Goodsell, ‘U.S. National Weather Service’ [Blackboard]
    Goodsell, ‘Mecklenburg County Dept. of Social Services’ [Blackboard]
    Johnson, Chapter 12. Government and Its Publics
    Moore, Creating Public Value [excerpt Blackboard]
    Street-level bureaucracy [excerpt Blackboard]

8. Implementation.

    Johnson, Chapter 13. Implementation and Evaluation
    Gormley and Balla, Bureaucracy and Democracy [excerpt Bureaucratic Networks’ Blackboard
    Case Study ‘Dropping $14 million on Bakersfield’ [Blackboard]
    Case Study To be determined [Blackboard]

9. When Things Work, When Things Don’t and What To Do About It

    Johnson, Chapter 14. Public Accountability and Ethical Choices.
    To be announced [Blackboard]