UNIVERSITY OF NORTH TEXAS

DEPARTMENT OF PUBLIC ADMINISTRATION
CHILTON HALL, DENTON

PADM 5010
Public Administration and Society

Course Outline
Spring 2018

Class Meeting: Thursday 6:00 – 8:50PM @ Dallas City Hall - LIEN Room E
Instructor: Simon A. Andrew, Ph.D.
E-mail: sandrew@unt.edu
Telephone (O): 940-565-4982
Fax (O): 940-565-4466
Office: Chilton Hall 204A
Office Hours: By appointment
COURSE DESCRIPTION
This survey course introduces the discipline and profession of public administration, and provides students with an understanding of the cultural, constitutional, institutional, organizational, and ethical context of public administration. Students will be introduced to the central issues, dilemmas, and roles of public administration.

COURSE OBJECTIVES
Students are expected to complete the following objectives:
1. Recall and explain key justification for public administration and policy.
2. Recall and explain the political institutional context in which public administrators operate.
3. Compare and contrast major schools of thought regarding the role of public administration in the United States including managerial (i.e., Classical, Human Relations, New Public Management, New Public Service), political, and legal approaches.
4. Analyze existing public agencies in light of political, administrative, and ethical concerns.

RECOMMENDED READINGS

Additional readings will be announced/distributed in class or blackboard.

To effectively accomplish this, class time will divided between lecture and discussion. Preparation for class becomes important in a discussion setting, students are expected to complete the readings for each class meeting and be prepared to participate in the discussion. If an absence is unavoidable, it is the student’s responsibility to notify the instructor.

COURSE GRAADING
Exam I
Exam II
Best Practice–Research Project (Group Presentation)
Best Practice–Research Project (Final Write-up)

Grades Breakdown
A = 100–90%  B = 89–80%  C = 79–70%  D = 69–60%  F = 59% below

BLACKBOARD
Blackboard will be used to supplement work in this course (learn.unt.edu). Checking blackboard frequently is advised in order to stay abreast of any and all announcements, and changes. On occasion, the professor will send emails to the entire class via UNT student assigned email accounts.
BEST PRACTICE–RESEARCH PROJECT

At the beginning of the semester, students will self-select and form a **group (3-4 students)** to work on a project whose main goal is to examine best practices in the public sector. As you collaborate with your team members, you will work as a team, and consequently you should rely on each other in selecting, designing, and presenting the materials. All team members will receive the same grade.

First, the group will choose a program that is considered a “best practice.” The group must explain why the program is considered a “best practice.”

Second, the group will develop a matrix to evaluate the program. The group should employ various approaches (frames) covered in this course to evaluate the program. Each approach covers a range of concepts, assumptions, and values, which provide the foundation to make sense of the real world. The group is encouraged to employ multiple frames.

Third, the group will prepare and present their findings in class. The presentation should be between 10 and 15 minutes per group. The presentation should not exceed 15 minutes. The presentation will be graded on creativity of the project, clarity of presentation, and depth and quality of the evaluation. The comments from the other groups will help improve the quality of the final project. The instructor will also provide comments.

Fourth, the group will submit a final write-up to the instructor. The structure and layout of the final write-up including the length of the report will be discussed during the first day of the class. The final project is due no later than **5:00PM on May 8, 2018 (Tuesday - WEEK 17)**. You can email your write-up to me: sandrew@unt.edu.

POLICY ON CHEATING AND PLAGIARISM

Notice of this policy shall be given in all public administration classes each semester, and written copies shall be available in the public administration office.

**Definitions**
The UNT Code of Student Conduct and Discipline defines cheating and plagiarism “as the use of unauthorized books, notes, or otherwise securing help in a test; copying other’s tests, assignments, reports, or term papers; representing the work of another as one’s own; collaborating without authority with another student during an examination or in preparing academic work; or otherwise practicing scholastic dishonesty.”

**Penalties**
Normally, the minimum penalty for cheating or plagiarism is a grade of “F” in the course. In the case of graduate departmental exams, the minimum penalty shall be failure of all fields of the exam. Determination of cheating or plagiarism shall be made by the professor in the course, or by the departmental faculty in the case of departmental exams.
Cases of cheating or plagiarism on graduate departmental exams, papers, theses, or dissertations shall automatically be referred to the departmental Curriculum and Degree Programs Committee. Cases of cheating or plagiarism in ordinary course work may, at the discretion of the professor, be referred to the Curriculum and Degree Programs Committee in the case of either graduate or undergraduate students. This committee, acting as an agent of the Department, shall impose further penalties, or recommend further penalties to the Dean of Students, if they determine that the case warrants it. In all cases, the Dean of Students shall be informed in writing of the case.

**Appeals**  
Students may appeal and decision under this policy by following the procedure laid down in the UNT Code of Student Conduct and Discipline.

**SPECIAL NEEDS**  
The Department of Public Administration, in cooperation with the Office of Disability Accommodation, complies with the Americans with Disabilities Act in making reasonable accommodations for qualified students with disabilities. Please present your written accommodation request during regular office hours before the 12th class day of regular semesters.

**STUDENT BEHAVIOR IN THE CLASSROOM**  
Student behavior that interferes with an instructor’s ability to conduct a class or other students' opportunity to learn is unacceptable and disruptive and will not be tolerated in any instructional forum at UNT. Students engaging in unacceptable behavior will be directed to leave the classroom and the instructor may refer the student to the Center for Student Rights and Responsibilities to consider whether the student's conduct violated the Code of Student Conduct. The university's expectations for student conduct apply to all instructional forums, including university and electronic classroom, labs, discussion groups, field trips, etc. The Code of Student Conduct can be found at [www.unt.edu/csrr](http://www.unt.edu/csrr)

**STUDENT PERCEPTIONS OF TEACHING (SPOT)**  
Students are strongly encouraged to complete the Student Perception of Teaching (SPOT) survey. This short survey will be made available on-line at the end of the semester.
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<th>Course Outline</th>
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<td>Week 1</td>
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<td>Course Overview and Expectations</td>
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<td>Week 2</td>
<td>25 January Module 1: The Practice and Discipline of Public Administration</td>
<td>Group Selection</td>
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<td>- Define “public administration” and PA Principal Concerns (values).</td>
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<td>Week 3</td>
<td>1 February Module 2: The Practice and Discipline of Public Administration</td>
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<td>- Understanding Managerial (NPM), Political, and Legal approaches to Public Admin</td>
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<td>Week 4</td>
<td>8 February Module 3: Intellectual Development of Public Administration</td>
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<td>- Traditional Managerial (Orthodoxy) Approach to Public Administration</td>
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<td>Week 5</td>
<td>15 February Module 4: Intellectual Development of Public Administration</td>
<td>Summary of Group Project due</td>
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<td>- Waldo and Simon Debate – “What are ’we’?”</td>
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<td>Week 6</td>
<td>22 February Module 5: Intellectual Development of Public Administration</td>
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<td>- Human Relations Approach</td>
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<td>Week 7</td>
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<td>Week 8</td>
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<td>22 March Module 7: New Public Management (NPM) Movement</td>
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<td>Week 11</td>
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<td>Week 12</td>
<td>5 April Module 9: New Public Service</td>
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<td>- Origin and Theoretical Foundation of NPS</td>
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Week 13  Module 10: New Public Governance
12 April - From Orthodoxy to New Public Management, New Public Service and New Public Governance

Week 14  Reflections: Where do we go from here? Future of Public Administration
19 April

Week 15  Exam 2
26 April

Week 16  Best Practice–Research Project (Group Presentation)
3 May

Week 17  Best Practice–Research Project (Final Write-up)
10 May

**Note: The schedule and assignments may be revised as the course progresses and new material becomes available.**
CLASS SCHEDULE

WEEK 1  Course Overview and Expectation

We need to look back in order to move forward. Since the late 1880s, there have been many twists and turns along the public administration road. From a general acceptance of demarcation between “private” and “public” boundaries to a blur distinction (fuzziness) about public administration. Scholars have noted that public administration is not confined to only “intergovernmental” but include “intersectoral” including organizations from public, private, and nonprofit sectors.

**Discussion Question:** Are the similarities between public administration more important than the differences between them, or vice versa? Why?

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WEEK 2  Module 1: The Discipline of Public Administration: Defining Public Administration and PA Principal Concerns (Values)

What is meant by “Public Administration?” Defining the field of public administration is not easy. This is because public administration involves a range of activities. The public sector employment, for example, ranges from homeland security to maintaining of highway maintenance and sweeping the street. Yet, there is a need to define what is meant by public administration and its principal concerns. This module will provide an overview of the intellectual development of the field of public administration and outline Woodrow Wilson’s “politic-administration” dichotomy.

**Discussion Question:** A fundamental assumption of administrative reformers in the late 1800s and early 1900s was that politics could only have adverse effects on administration. How valid is that belief? Why? How, and to what extent, do current administrative structures and practices reflect that assumptions?

**Recommended Readings:**


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WEEK 3  Module 2: The Practice and Discipline of Public Administration: Understanding Managerial (NPM), Political, and Legal approaches to Public Administration

This module will highlight different approaches to studying public administration. Each of these approaches stresses different values for the operation of public administration. In other words, each of these approaches views the “citizen” differently, and each approach adopts a different perspective on how to develop knowledge. This module will examine each approach based on the following dimensions: (1) organizational structure, (2) view
of the individual, (3) cognitive approach, (4) resource allocation, and (5) decision making.

**Discussion Question:** Briefly explain the main arguments presented by the managerial, political, and legal approaches to understand public administration.

**Recommended Readings:**

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<th>WEEK 4</th>
<th>Module 3: Intellectual Development of Public Administration: Traditional Managerial (Orthodoxy) Approach to Public Administration</th>
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<td>The principal focus of the field of public administration has changed since its emergence in the late 1800s. Changing and overlapping conceptions of the subject reflected how administration (in practice) evolved in the real world. The different concepts (we are currently studying) also reflected cross-fertilization of ideas between practitioners and academic. This module will review the traditional or orthodoxy approach to studying public administration.</td>
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<td><strong>Discussion Question:</strong> Outline and discuss the traditional (orthodoxy) approach in the field of public administration. Identify and explain the principal concerns (values) of this approach.</td>
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<th>Module 4: Intellectual and “Identity Crisis”: Waldo, Simon and Behn – “What are “We”?”</th>
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<td>Some scholars have argued that leading public administration theorists have failed to provide an intellectual consensus about the field, which is necessary to move the field from a profession to a discipline. This module outlines the debate between Dwight Waldo and Herbert Simon about the field of Public Administration, i.e., fact versus value, science versus profession. It also examines whether the field of Public Administration should strive to be art, science, or engineering.</td>
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<td><strong>Discussion Question:</strong> Discuss whether the inability of public administration academics to define the field signals a weakness in our field?</td>
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Recommended Readings:

WEEK 6  Module 5: Intellectual Development of Public Administration: Human Relations Approach

This module presents the human relations approach, which focuses on informal mechanisms. The approach goes beyond the notion of rational individuals in their actions and motivations and sought to maximize their economic gains. It views individuals as being motivated through satisfaction of needs (non-economic factors). The module will discuss leadership in organizations – (zone of acceptance or zone of indifference) – and the importance of social and dimensions of organizations.

Discussion Question: Outline and discuss the human relations approach in the field of public administration. Identify and explain the principal concerns (values) of this approach.

Recommended Readings:

WEEK 7  Module 6: Intellectual Development of Public Administration: Governing Without Government

This module will examine the conditions where rational individuals would forego the benefits of negotiated dealing in a free market environment and submit to administered-decision making. We will examine the notion of “market failure” and “government failure” and the conditions that

Discussion Question: What are the market and non-market conditions/factors that justify a role for government in society?

YouTube Moment:
https://www.youtube.com/watch?v=13JOGWzY8kE

WEEK 8  Exam 1

WEEK 9  Spring Break
**WEEK 10 Module 7: New Public Management (NPM) Movement: Origin and Theoretical Foundation of NPM**

The New Public Management (NPM) movement emerged in the late 1970s and early 1980s. The premise of the movement is to improve the public sector through a market-based approach, i.e., business-like and customer-centered. It also aims to improve the efficiency of public organizations. This module summarizes the main characteristics of the NPM. The module focuses on the behavioral-administrative sciences (as the theoretical foundation of NPM).

**Discussion Question:** Outline and discuss the New Public Management approach in the field of public administration. Identify and explain the principal concerns (values) of this approach. Is the New Public Management really new or just “an old wine in new bottle”?

**Recommended Readings:**

**WEEK 11 Module 8: Management by Contracts**

Public administration scholars have debated the merits and misgivings of New Public Management approach in service delivery, particularly the “contracting out” decisions of governments. Much of the contracting literature (e.g., grants, contracts, and agreements) also makes reference to the logic of “governance,” which focuses on governing mechanisms. This module will examine the debate.

**Discussion Question:** Examine the leading arguments for and against the use of non-governmental entities to perform public service. What are the challenges that public administrators confront when they oversee the administration of contracts with nonprofit and private contractors?

**Recommended Readings:**
### WEEK 12  Module 9: New Public Service: Origin and Theoretical Foundation

This module examines the seven principles of new public service. The main argument focuses on the responsibility to the public administrator; and, at the same time, places a strong emphasis on the importance of public participation (to value citizenship and people, seek the public interest and listen to the real needs of citizen and the community) and community decision-making (think strategically and recognize accountability is not simple).

**Discussion Question:** Outline and discuss the “core arguments (dimensions) related to the role of the public service in facilitating citizenship and promoting democratic governance.” To what extent the “values and norms advanced by the New Public Service are being played out in practice”? (Denhardt & Denhardt 2015).

**Recommended Readings:**


### WEEK 13  Module 10: From Orthodoxy to New Public Management, New Public Service and New Public Governance

There has been a growing interest among scholars on the theoretical arguments surrounding the emergence of “governance” rather than “government” and the particular reforms that claimed to be egalitarian, participatory, and inclusive; that is, interest in connections between “civic-ness” and the effectiveness of institutions and policy-making. If governance is to be better than government at solving the wicked problems of administration, achieving desired outcomes, and doing so more democratically, public manager’s practices would rely much more on the quality of civil society and of civic participation.

**Discussion Question:** Outline and discuss the “New Public Governance” in the field of public administration. What are the strengths and weaknesses of this approach?

**Recommended Readings:**

**WEEK 14**  Reflections: Where do we go from here? Future of Public Administration

All PA scholars, some more explicitly than others, end up addressing the direction they believe future research should focus on by examining the roles of science, reform, and democratic and market values. Discuss whether Wilson’s basic rationale and values still valid.


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