INTRODUCTION TO PUBLIC ADMINISTRATION AND PUBLIC SERVICE
SCHOOL OF PUBLIC AFFAIRS
UNIVERSITY OF COLORADO DENVER
PUAD 5001-001
Spring 2015

Instructor: Richard Stillman
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Class Hours: Tuesday, 3:30 PM to 6:15 PM
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Required Text: (also available on library reserve)

  (Boston: Wadsworth/Cengage, 2010), paper

Course Description:

This graduate-level course is intended to provide an introduction to the field as well as serve a basis for further advanced studies in Public Administration. The course assumes no prior background – academic or work-related – in Public Administration. It introduces students to the concepts and practices of Public Administration primarily from the standpoint of its institutional framework and intellectual development in America. Cases, conceptual material, administrative theorists’ profiles, and other secondary sources will be drawn upon as a means for understanding the central ideas, values, perspectives, and processes of the American Public Administration. A major research project will be assigned to develop a current intellectual map of Public Administration. Its purposes aim to sharpen research skills plus enhance an appreciation of the complexity of public organizations. Drawing upon students’ work experiences as well as career interests will also supplement classroom learning about the current issues and realities of Public Administration.

The ultimate goal is to provide a way of seeing and understanding public administration. The first part wrestles with the central question: what is public administration? Part two looks broadly at the institutional development within the American Constitutional System, plus several of its enduring theoretical issues, such as the relationship between public/private sectors, politics/administration, and the changing nature of Federalism. Part two emphasizes how the American Constitution is an endless source of fragmenting public authority. The third part examines the “bread & butter” activities of public administration, namely management, personnel, budgeting and ethics. These administrative tools are essential to “run the constitution,” in order to integrate, coordinate, and achieve effective government action within a fragmented constitutional system. The last section of PUAD 5001 previews the future of the field through oral presentations on current policy/administration issues.

The class will meet at scheduled times. Attendance and punctuality will be expected in all classes. If an absence is essential, please indicate the reasons for that absence (if possible, ahead of time). Each class will be devoted to discussion and analysis of the specific topics indicated at the time on the syllabus. The course will be conducted as a graduate seminar which requires each student to come to class well prepared to participate in discussions, but there will be some lecturing as well. Assignments will be from the required texts listed on the syllabus, though some material will be based upon an individual student’s own background, career interests, and work experience.
**Grading:**

Grades for the semester are based on the following criteria:

- Mid-Term – 20%
- Final Exam – 30%
- Bibliographic Essay – 30%
- Class Participation and Oral Presentations – 20%

Exams will be closed book, requiring essays or short descriptive answers, but will be predominately essay format. Students will be given a choice of questions, such as three or four out of five questions to answer. Exams cannot be made up unless you notify the instructor prior to the time of the exam and have a reasonable excuse. Goals of both the mid-term and the final exams seek to encourage integration of the course material covered up to that point as well as to develop a student’s own ideas and perspectives on the assigned readings.

The class participation grade will be based upon: 1) participation in general class discussions (volume of participation counts less than quality and originality); 2) individual oral presentations during the semester (here also quality, originality and thoughtfulness will receive higher grades). Specific details about the scope, content, and purpose of these short talks will be discussed more fully in class.

**Bibliographic Essay: “Intellectual Mapping Exercise”**

A bibliographic essay will be prepared in written and oral form by teams of two or three students during the semester on one basic idea in Public Administration.

- The instructor will assist students in deciding on their topic and in developing their research.
- The topics must be selected and approved by the instructor by the second week of the class and will be due the last week of the class.
- The essays should be between 10-15 pages and prepared in a professional quality: typed, double-spaced, free of errors (Please watch “Preparing a Lit Review” on the SPA webpage).
- Late papers will be marked down one letter grade (an “A” paper will receive a “B”).
- Each student’s contribution to the written report must be clearly indicated in the paper.

Each report will analyze carefully and concisely one prominent contemporary idea in Public Administration selected from the following options:

- Affirmative action
- Administrative communications
- Budgeting/financial management
- Bureaucracy
- Citizen participation
- Comparative public administration
- Contracting out services
- Decision-making theory
- Democracy and administration relationships
- E-government and/or technology
- Education administration
- Emergency management
- Ethics in the public service
- Federalism/intergovernmental relations
- Gender issues in government
- Homeland security
- Implementation theory
- International administration
- Leadership of public organizations
- Merit/civil service systems
- Military administration
- Municipal administration
- New public management/reinventing government
- Nonprofit/NGO management
- Organizational behavior
- Organizational performance
- Planning
• Police/law enforcement administration
• Power in administration
• Privatization of public sector activities
• Public works administration
• Public management reforms
• Regulatory management and rule enforcement
• Special district administration
• Social service administration
• State government management
• Unions/collective public sector bargaining
• Urban/country/regional administration
• Welfare reform
• Work motivation

In researching one central idea in Public Administration, student teams are expected to draw up on up-to-date books, articles, web-sites, and government publications. Try to interview scholars who are leading experts in this sub-field, as well as thoroughly scan recent essays in the top Public Administration Journals (since 2000), such as from the Public Administration Review, Administration and Society, Journal of Public Administration Research and Theory, The American Review of Public Administration, Public Administration, Public Integrity, International Public Management Journal, Policy Analysis and Management, Journal of Public Affairs Education, Public Budgeting and Finance, Governance, and Administrative Theory and Praxis.

Oral Presentations, which are due during the last weeks of class, should (a) reflect a well-organized summary; (b) provide an overview of theoretically where the field is today relating to the concept under examination; (c) share 10-15 page handouts with class members; (d) be prepared to answer questions from the class; and (e) demonstrate skill and effectiveness in oral delivery.

The written bibliographic essay will be due the last week of class. For sample models of bibliographic essays, refer to the end of any chapters in Stillman’s Public Administration.

This assignment has several purposes:
• Provide a theoretical “map” of seminal concepts that serve as the basis of the field today;
• Enhance writing and speaking skills;
• Learn how to research key ideas in the field;
• Offer an opportunity to study first-hand the influence and power of ideas within modern Public Administration; and
• Gain an appreciation of the richness, variety, and depth of modern administrative sciences.

Required Readings and Other Assignments:

• Reading assignments listed on the syllabus must be completed before the class session for which they are assigned. Each student must come to class well prepared to participate in discussions.

• By the second class session please provide a one page resume of yourself. The resume should be carefully prepared, free of errors, contain your mailing address, email, and phone number where you can be reached. The instructor’s brief resume is attached. Also, by the second session, select one topic to research your bibliographic essays. Research teams will be assigned by the second week of class.

• Note that during certain weeks, short but informal discussions of material are drawn from your own career or from one organization you may be interested working in someday. Select one of these five discussion topics to prepare materials to hand out and an informal five to ten minute talk for class. Formal oral reports on bibliographic essays should be approximately twenty minutes long and be well prepared for class delivery during the last week of the course.
• The one-hour exam (counting 20% of your final grade) is scheduled for the middle of class and will cover the reading material assigned through that week as indicated on the syllabus.

• The three-hour final exam (counting 30% of your final grade) will cover all assignments throughout the course.

• Do not hesitate to contact the instructor for an appointment in order to assist you with any aspect of your class work. Appointments can be arranged during class time, or by email, or by calling (303) 315-2704. Meeting times convenient with your schedule will be set up by the instructor.

**Schedule of Readings and Topical Assignments** (“The Order of March”)

January 20\(^{th}\): Introductions, Assignments, etc.

**Part One: What is Public Administration?**

January 27\(^{th}\) & February 3\(^{rd}\): Public Administration as a Field of Practice and Theory

Reading: Richard Stillman, “The Study of Public Administration in America,” in Stillman, PA, Chapter 1


Case Study: John Barlow Martin, “The Blast in Centralia No. 5,” in Stillman, PA, chapter 1.

**Part Two: Public Administration within the American Constitutional System: The Endless Fragmentation of Governing Authority**

February 10\(^{th}\): From a Constitutional Republic to a Mass Democracy to an Administrative State: Institutions and Processes that Governs America

The Declaration of Independence and the U.S. Constitution (available in any reference book)

February 17\(^{th}\): Politics and Administration: The Central Problem for Modern Democracy?


Case Study: Maureen Casamayou, “The Columbia Accident,” in Stillman PA, chapter 4

February 24\(^{th}\): Organizational, Legal, and Intergovernmental Forms of Public Administration The Changing Patterns of American Federalism

Reading: Tim Conlan, “From Cooperative to Opportunistic Federalism in Stillman, PA, chapter 5.


Class Exercise: Selected students will discuss the basic organization arrangement and reasons for those structures in the organization where he or she works or is familiar with. You are not asked to prepare any formal talk or paper, but rather simply share this information orally in class.

**Part Three: Public Administration’s Key Sources of Coordination and Integration to Run a Constitution:**

Management, Personnel, Budgeting, Ethics
March 3rd & March 10th: Public Management: The Seminal Theorists and the Theories They Created for Governing


Class Exercise: Selected students will interview a prominent public/nonprofit manager and report orally 5 minutes what he/she recommends as the necessary skills for success within his/her organization.

March 17th: Mid-term Exam: This entire class period will be devoted to taking an hour-long exam. This examination will be explained fully in advance and will cover the reading/case material in the course up to this point.

March 31st: Public Personnel Administration: One or Many Systems of Public Personnel Administration – Their Processes, Problems, and Prospects

Reading: “Inside Public Bureaucracy” and “The Public Service Culture” in Stillman, Public Administration, chapters 7 and 11.


Class Exercise: Selected students will bring to class a brief description of the basic personnel work rules and/or labor-management policies. A collective bargaining agreement or contract for services performed for a public agency by another government, nonprofit or business may serve this purpose. No formal speech is required, but be prepared to summarize orally in five minutes or less personnel rules or labor agreement in a government on nonprofit agency.

April 7th: Public Budgeting: Its Evolution, Forms, and Critical Roles in the Public Sector.


Class Exercise: Selected students will bring to class a brief description of a budget for his/her organization discussing its recent past trends and projected future trends. No formally prepared speech is required, but sharing information on this topic orally in 5 to 10 minutes is expected.

April 14th: Ethics in the Public Service: A Matter of Coping with Competing Values?

Reading: Dwight Waldo, “Public Administration and Ethics,” in Stillman, PA, chapter 16.

Case Study: “George Tenet and the Last Great Days of the CIA,” in Stillman’s PA, chapter 16.

Class Exercise: Selected students will discuss briefly the two most significant ethical trends affecting the future (2 to 5 years) of an organization in which he or she works (or perhaps would like to pursue as a career) and recommended leadership strategies for addressing both critical trends.

Part Four: The Future of American Public Administration: Towards a New Entrepreneurial State?

April 21st, April 28th: Students’ Bibliographical Oral and Written Reports Due and Review for Final Examination (Please make enough copies to share with each of the class members.)

May 5th: Final Examination
Richard J. Stillman II is a Professor of Public Administration at the School of Public Affairs, University of Colorado Denver. He taught on the faculties of George Mason University and California State University-Bakersfield and is the author or editor of several books including: The Integration of Negro in the U.S. Armed Forces, The Rise of the City Manager, A Search for Public Administration (With Brack Brown), Professions in Government (with Frederick C. Mosher), Results – Oriented Budgeting, The American Bureaucracy, The American Constitution and Administrative State, The Effective Local Government Manager (with Wayne Anderson and Chester Newland), Preface to Public Administration, The Modern State and its Study (with Walter Kickert), Creating the American State, and Basic Documents of American Public Administration Since 1950. Stillman is an elected fellow in the National Academy of Public Administration and his textbook, Public Administration: Concepts and Cases, 9th edition, is used at over 400 universities and colleges. His books have been translated into Chinese, Korean, and Hungarian. He received the William E. and Frederick C. Mosher Award for distinguished scholarship and served as the editor in chief of the Public Administration Review. During his editorial tenure, 2006-11, PAR was ranked by Google Scholar as the number one journal in the field according to its academic impact worldwide. His book, Preface to Public Administration also was recently selected as the third most influential book published in the field since 1990.