

INTRODUCTION TO PUBLIC ADMINISTRATION Syllabus

Course lecturer: Adrian Hudrea (hudrea@fspac.ro)

Course description:

This class introduces students to the basic ideas and theories of public administration and will expose students to important issues related to the field – what is the role of government, how is it organized, modern bureaucracy, major trends in public sector reform, public policy cycle and instruments governments use to implement policy, governmental structure, ethics integrity and corruption. All these topics will be approached through open discussions with the students based on relevant readings, complemented by different practical activities (case studies, team activities, presentations). By the end of the class students should be able to express a coherent and well-argued point of view on both the role, organization and functioning of the state but also on the State's activity in general.

Course objectives:

By the end of the semester, participants should:

- Understand the main elements and concepts of public administration as an academic and research field
- Understand the structure and mechanisms of public organizations in the Romanian administrative system
- Develop a comprehensive view on public administration and the administrative system in general
- Be able to identify critical stakeholders and analyze their position in relation to a specific policy by using a set of standardized criteria
- Be able to use empirical data in analysis of policy problems
- Develop critical and analytical thinking
- Develop the capacity to argue and debate
- Develop oral and written skills through in class discussions and written assignments
- Acquire the ability to write and present papers according to specific format and content requirements
- Be able to work efficiently in a team
- Develop a performance oriented attitudes and risk taking capacity

Topics covered by the course – course schedule

Readings included for each class are mandatory *BUT students will most probably receive other readings also*

1. Introductory course

Presentation of course and seminar requirements, methods of evaluation and grading. Initial evaluation.

2. Defining public administration. Political administrative relationship

Discussions about what PA means. Different approaches in studying PA. PA-political relation – good or bad?

Readings:

- Peters G. B., Pierre J., (2012), “Introduction: The Role of Public Administration in Governing” in The SAGE Handbook of Public Administration, Sage Pub.
- Stilman R. J., (1996), *Public administration: concepts and cases*, 6th ed., Boston, Houghton Mifflin Company – Chapter 1: The search for the scope and purpose of public administration – reading 1.1: Woodrow Wilson – The study of administration, , p. 1-16
- Goodnow F. J., (1900) *Politics and administration: a study of government*, New York, Russel&Russel, pp. 17-26.
- White, L. D., (1926), *Introduction to the study of public administration*, New Jersey, Prentice Hall, pp. 1-13

3. Public and private sector. What is the difference?

Class discussions about characteristics of public and private organizations. Analysis on similarities vs. differences.

Readings:

- Rainey, H. G., (2009), *Understanding and managing public organizations*, 4th ed., San Francisco, Jossey-Bass – Chapter 3: What makes public organizations distinctive, pp. 58-88.
- An Introduction to market failures, Edward Morey: Market failures, February 28, 2012, available online at <http://www.colorado.edu/Economics/morey/4545/introductory/marketfailures.pdf>
- Rainey, H.G., Bozeman, B., „Comparing Public and Private Organizations: Empirical Research and the Power of the A Priori”, 2000, *Journal of Public Administration Research and Theory*, Vol. 2, pp. 447 – 469

4. Bureaucracy. Advantages and critics. Parkinson’s law

Class discussions on Max Webber’s theory of bureaucracy. Analysis of strengths and weaknesses.

Readings:

- Stilman R. J., (1996), *Public administration: concepts and cases*, 6th ed., Boston, Houghton Mifflin Company – Chapter 2: The formal structure: the concept of bureaucracy, pp. 54-84
- Blau, P.M., Meyer, M.W., (1987), „Bureaucracy in Modern Society”, McGraw-Hill, pp. 3-10, 18 – 41.

5. Reforming bureaucracy. New Public Management. Neo Weberian State. New Public Governance

Class discussions on the New Public Management movement: characteristics, strengths, weaknesses, relevance. Post NPM?

Readings:

- Pollitt, C.,(2003), *The essential public manager*, Berkshire, Open University Press – Chapter 2: The New Public Management: revolution or fad?, pp. 26-52

- Homburg, V., Pollit, C., van Thiel, S., (2007), „Introduction”, pp. 1-9, in Pollitt, C., van Thiel, S., Homburg, V. (eds.), *New Public Management in Europe*, NY:Palgrave Macmillan.
- Flynn, N.,(2002), „Explaining the NPM. The importance of context”, pp. 57 - 77 in Mclaughlin, K. Osborne, S., Ferlie, E. (eds.), *New Public Management: Current Trends and Future Prospects*, London: Routledge

6. Privatization

- Berg, A., Berg, E., (1997). Methods of privatization, *Journal of International Affairs*, 50 (2), pp. 357-390.
- Țiclău, T., (2011), Privatizarea serviciilor publice. Un instrument util, nu un substitut pentru competență, available online at <http://www.cogitus.ro/administratie/privatizarea-serviciilor-publice-un-instrument-util-nu-un-substitut-pentru-competenta>

7. The general environment of public administration – political, legal, societal pressures – stakeholders

Class discussion on the external environment of public organizations. Types of pressures on public bureaucracy: political, societal, legal.

Readings:

- Rainey, H. G., (2009), *Understanding and managing public organizations*, 4th ed., San Francisco, Jossey-Bass – Chapter 4: Analyzing the environment of public organizations, pp. 89-109.
- Rainey, H. G., (2009), *Understanding and managing public organizations*, 4th ed., San Francisco, Jossey-Bass – Chapter 5: The impact of political power and public policy, pp. 110-142.

8. Romanian central government

Class discussion on the constitutional construction of the Romanian administrative system. Analysis on check and balances system. Organization of the central government.

Readings:

- Romanian Constitution – 3rd title (titlul 3)
- Mora C. M., Țiclău T. C., Balica, D. O., (2012), *Studiul administrației publice*, Cluj-Napoca, Accent – Chapter 3: Structura administrației publice din România: administrația publică centrală, pp. 34-54

9. Romanian local government

Class discussions on the organization and functioning of the Romanian local public administration. Legal provisions and principles: decentralization, deconcentration, local autonomy.

Readings:

- Romanian Constitution – 3rd title (titlul 3)
- Law 215/2001 regarding local public administration

- Mora C. M., Țiclău T. C., Balica, D. O., (2012), *Studiul administrației publice*, Cluj-Napoca, Accent – Chapter 4: Structura administrației publice din România: administrația publică locală, pp. 54-85

10. Performance in the public sector

Class discussions on how to define and measure performance in the public sector. Comparison with private sector performance measurements. Methods and instruments of performance measurement.

Readings:

- Adcrof, A., Willis, R., (2005), "The (Un)Intended Outcome Of Public Sector Performance Measurement", *International Journal of Public Sector Management*, volume 18, issue 5, pp 386-400.
- Callahan, K., (2007), *Elements of Effective Governance Measurement, Accountability and Participation*, Boca Raton: CRC Press, pp. 27 – 70

11. Civil service.

Discussion on the organization of the civil service and different types of employees inside the public sector

- Robert D. Lee Jr., Ronald W. Johnson, Philip G. Joyce, *Public Budgeting Systems*, Introduction, Burlington: Ascend Learning Company, pp. 1 – 21.
- Stiglitz, J., Walsh, C., *Economics (Fourth Edition)*, 2010, Norton & Company, Inc., pp. 382 – 386.
- Stern, N., Rogers, FH., Dethier, J.J., *Growth and Empowerment*, 2005, MIT Press., pp. 321-347.
- Peters, G., *The politics of Bureaucracy*, Fifth Edition, London: Routledge, 2001, pp. 262-292

12. Public policies. Policy cycle, policy instruments

Class discussions about the essential steps in the public policy cycle, including policy implementation. Public policy definition, models, stages, tools.

Readings:

- Jjann, W., Wegrigh, K., (2007) „Theories of the Policy Cycle”, pp. 43 – 62 in Fischer, F., Miller, G.J., Sidney, M.S. (eds.), *Handbook of Public Policy Analysis. Theory, Politics, and Methods*, Boca Raton: CRC Press.
- Howlett, M., Ramesh, M., *Studying Public Policy*, 3rd edition, Oxford: Oxford University Press, 2009, pp. 114 – 135.
- Schuck, P. H, *Why Government Fails So Often. Chapter Policy-Making Functions, Processes, Missions, Instruments, and Institutions* (pp. 64 – 90), Princeton University Press, 2014.
- Schuck, P. H, *Why Government Fails So Often. Chapter Success, Failure, and In Between* (pp. 39 – 63), Princeton University Press, 2014.
- Thaler, R., Sunstein, C., *Nudge: Improving Decisions about Health, Wealth, and Happiness*, Yale University Press, 2008, pp. 72 - 80.
- Stern, N., Rogers, FH., Dethier, J.J., *Growth and Empowerment*, 2005, MIT Press, 317-321.

13. Public administration ethics and corruption

Class discussion about the importance of ethics in the public sector. Definition of corruption, anti-corruption measures, effects of corruption.

Readings:

- Klitgaard, R., MacLean-Abaroa, R., Parris, H.L., *Corrupt cities*, pp. 4 – 9, 25 - 38.
- U.S. Agency for International Development, *A handbook on fighting corruption, 1999*, pp. 5 – 18.
- Triesman, D., „The causes of corruption: a cross-national study”, 2000, *Journal of Public Economics*, Volume 76, pp. 399–457.
- Holmberg, S., Rothstein, B., Nasiritousi, N., *Quality of Government: What You Get*. 2008, available online at http://www.qog.pol.gu.se/digitalAssets/1350/1350644_2008_21_holmberg_rothstein_nasiritousi.pdf

14. Final course. Final evaluation

Course policies

Attendance

Course attendance is not mandatory but is advised as you will lose the chance to get participation points and negatively affect your final grade. **Seminar attendance is mandatory for at least 75% of the seminar.** Students not reaching this threshold will not be able to take part in the final exam (including in the re-examination period) and will lose their points gained at the seminar

Assignments

All assignments should be turned in at the agreed deadline date. **Late assignments will not be graded.**

Readings and in class participation

Every week, subjects scheduled for discussion will be briefly presented by the instructor and linked to broader themes and subject that have been discussed earlier. A major portion of the class will be devoted to discussions, analysis and critique on the weekly topics based on the readings and information given previously. Accordingly, students have the **responsibility to contribute to this activity both through reading the assigned materials** and discussing or answering the questions raised, **otherwise they will not earn activity points**. Preparing for class will involve reading all weekly assignments and handing in (if given) any written assignments. Case studies may be discussed to promote critical and analytical thinking; in this case, assigned students are expected to give a brief presentation/analysis of the case study relating it to the theoretical framework of the class.

Evaluation and grading

The final grade for this course will be calculated as follows:

- **Final exam 50%.** The final exam will consist of max. 30 questions, either multiple choice, open and or case studies.
- **Course participation: 10%.** Class participation does not mean simply attending the course. It means actively **attending the course**. This implies reading the course materials, being able to debate and discuss on the subjects covered and turning in and presenting any kind of assignments that were previously given by the instructor. At the end of each class students that have been active will be given activity points. Each activity point means 1 point for class participation. Max grade is 10.
- **Seminar Activity Grade (10%)** - refers to the active participation of students during the seminar and is graded by the instructor after each seminar. Active participation implies reading the assigned materials and having a relevant contribution (answers to questions, raising relevant questions, giving feedback to colleagues, participating to class debates). At the end of each seminar the instructor will offer activity points to students who've had a meaningful contribution. For the maximum grade – which is 10 – 9 activity points are necessary.
- **Seminar Individual Assignment (20%)** – each student will have to do an individual paper – details will be provided in class and on Moodle
- **Seminar Group Assignment (10%)** – every week a group of 2 to 3 students will have a presentation on the topic covered at that specific seminar (based on the reading materials provided for that topic but also on additional materials found by students through active search). At least 2 other students will be required to address questions regarding the presentation and the reading materials – they will be chosen randomly by the instructor. There will be only one presentation during a seminar while the order of the presentation and allocation of topics is made based on the rule first come/first served.

Only the final grade is rounded!

Seminar Policies

Participation to the seminar is mandatory with a minimum 75% presence rate at the end of semester. Students who are found below this threshold at the end of the semester will not be able to take the final exam (neither during the initial and re-examination session).

Re-examination: The evaluation criteria for the re-examination period are identical to the ones in the first examination period. Be advised: for re-examination all grades (and their weights in the final grade) remain the same, the only grade that any student can change is the one for the exam, by retaking it.

Academic honor and integrity:

Plagiarism

Academic integrity is very important in this course. I am interested in your own thinking, thus any work you submit must be the result of your own effort not the work of others. Plagiarism will not be tolerated and University and Faculty rules regarding this matter will be enforced. **Students found in this situation will be excluded from the course and may be proposed for expulsion from the Faculty.**

Basic Rules for Avoiding Plagiarism¹

The Golden Rule for Avoiding Plagiarism—Give Credit Where Credit is Due

Basically, there is only one way to avoid plagiarism - **give credit to a source whenever you use information that is not your own unless it is common knowledge.** If you come up with an idea all on your own, you don't have to give credit to anyone, except yourself. Also, if you are writing about something that is common knowledge, you don't have to give a citation for your source.

Common Knowledge

Common knowledge is whatever information you and your reader are likely to know without referring to some other source. For example, there are 435 U.S. Congress Members and 100 U.S. Senators. That's probably common knowledge. How many of the Congress Members and Senators are Democrats, Republicans, or from other political parties, may or may not be common knowledge, depending on you and your reader(s). The more likely both you and your reader(s) are to know that information, and especially the more controversial a fact or idea is, the more likely it is to be common knowledge. How many votes any particular member of the House or the Senate got in the last election is probably not common knowledge. If the number of votes a candidate received is part of your paper, you should probably cite the source.

The best rule of thumb to determine whether or not to give credit to a source for information that might be common knowledge is, "When in doubt, give the source." It is always better to err on the safe side.

Cite Your Sources

When should you cite a source? You should give credit to a source whenever you use someone else's work or idea that is not common knowledge. This includes any time you use or refer to information that comes from

- Interviews
- Internet sites.
- Radio or television programs.
- Personal letters.
- Speeches.
- Books.
- Magazines and journals
- Newspapers.
- Tape, video, or CD recordings.
- Electronic databases.
- Basically any source.

Don't forget to give credit any time you use any of the following that come from another source:

¹Website: http://wps.prenhall.com/hss_understand_plagiarism_1/0.6622.427073-.00.html

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- Quotations
- Statistics
- Graphs
- Pictures
- Ideas or hypotheses
- Stories
- Lists

As stated above, the bottom line is that you have to provide a source citation for every use of another person's words or ideas unless the information is common knowledge.

If a student hands in any kind of work that is considered plagiarism she or he will be automatically excluded from class and will be considered as failing the class, without the possibility of re-examination, having to retake the class next year!