

INSTRUCTOR'S MANUAL & TEST BANK

Prepared by

Professor Breena E. Coates

To accompany

INTRODUCING PUBLIC ADMINISTRATION

Eighth Edition

by

Jay M. Shafritz

E.W. Russell

Christopher P. Borick

Pearson

Boston Columbus Indianapolis New York San Francisco Upper Saddle River
Amsterdam Cape Town Dubai London Madrid Milan Munich Paris Montreal Toronto
Delhi Mexico City Sao Paulo Sydney Hong Kong Seoul Singapore Taipei Tokyo

Copyright © 2013, 2011, 2009 Pearson Education, Inc., publishing as Pearson,
1 Lake St., Upper Saddle River, NJ 07458

All rights reserved. Manufactured in the United States of America. The contents, or parts thereof, may be reproduced with ***Introducing Public Administration, Eighth Edition***, by Jay M. Shafritz, E.W. Russell, Christopher P. Borick, provided such reproductions bear copyright notice, but may not be reproduced in any form for any other purpose without written permission from the copyright owner.

To obtain permission(s) to use material from this work, please submit a written request to Pearson Education, Inc., Permissions Department, 1 Lake St., Upper Saddle River, NJ 07458.

PREFACE:

When my friend and mentor Professor Shafritz asked my colleague Dr. Guiler and me to write the Instructor's Manual for his new textbook, *Introducing Public Administration*, it was back in 1997, and we were delighted to be part of this scholarly endeavor. Having sat in Professor Shafritz's public administration classes we both knew that the book was going to be jam-packed with the essential subject matter, but would be told in Jay Shafritz' riveting and expressive style. As the years went by we were happy to continue to be asked by the publisher to be associated with this book. The book itself has become more and more popular with each iteration. We wrote the first 4 editions of the Manual, and with this eighth edition I am happy to once again be part of this effort.

A number of new features have been added to this Manual in the 8/e to complement the new material in the textbook. These are: a bank of Powerpoints, several Assessment tools with page numbers for Instructor convenience, and the addition of up-to-date provocative Critical Thinking Exercises from the current public administration theatre of operations. Additional features to help you, the Instructor, with your pedagogy using new tools will continue to be provided with each subsequent iteration. I would be glad to get your insights and ideas for future. Please contact me at the address below.

Breena E. Coates, Ph.D.
Chairman, Department of Management
& Professor of Global Strategy & Organizational Behavior
College of Business & Public Administration
California State University San Bernardino
bcoates@csusb.edu

TABLE OF CONTENTS

	<i>Page(s)</i>
CHAPTER I—DEFINING PUBLIC ADMINISTRATION	6-18
Notes	
Assessments	
Exercises	
CHAPTER II---POLITICAL & CULTURAL ENVIRONMENT OF PUBLIC POLICY & ITS ADMINISTRATION	19-30
Notes	
Assessments	
Exercises	
CHAPTER III—THE CONTINUOUS REINVENTING OF GOVERNMENT	31-43
Notes	
Assessments	
Exercises	
CHAPTER IV—INTERGOVERNMENTAL RELATIONS	44-56
Notes	
Assessments	
Exercises	
CHAPTER V—HONOR, ETHICS, & ACCOUNTABILITY	57-68
Notes	
Assessments	
Exercises	
CHAPTER VI—THE EVOLUTION OF MANAGEMENT & ORGANIZATIONAL THEORY	69-81
Notes	
Assessments	
Exercises	
CHAPTER VII—ORGANIZATIONAL BEHAVIOR	82-92
Notes	
Assessments	
Exercises	
CHAPTER VIII—MANAGERIALISM & INFORMATIONAL TECHNOLOGY	93-103
Notes	
Assessments	

Exercises

CHAPTER IX—STRATEGIC MANAGEMENT IN THE PUBLIC SECTOR	104-115	
Notes		
Assessments		
Exercises		
CHAPTER X --LEADERSHIP	116-126	
Notes		
Assessments		
Exercises		
CHAPTER XI—SOCIAL EQUITY	127-141	
Notes		
Assessments		
Exercises		
CHAPTER XII—PERSONNEL MANAGEMENT & LABOR RELATIONS	142-154	
Notes		
Assessments		
Exercises		
CHAPTER XIII—PUBLIC FINANCIAL MANAGEMENT	155-165	
Notes		
Assessments		
Exercises		
CHAPTER XIV—PROGRAM AUDIT & EVALUATION	166-174	Notes
Assessments		
Exercises		
ANSWER KEY	175-178	
SAMPLE SYLLABUS	179-181	

CHAPTER 1: DEFINING PUBLIC ADMINISTRATION

I. LEARNING OBJECTIVES

Number	Learning Objective	Page Range
1	Understand the political aspects of public administration.	6-11
2	Understand the legal aspects of public administration.	11-14
3	Understand the managerial aspects of public administration.	14-17
4	Understand the occupational aspects of public administration.	17-23
5	Understand the evolution of public administration.	23-28

II. SUGGESTED LECTURE

- A. Defining Public Administration:** A single ineluctable definition of the term “public administration will not suffice because the field encompasses a complex set of interrelated concepts. It also draws from many different academic disciplines, includes a variety of agencies, and is linked closely to several distinct professions. The text has accordingly provided eighteen definitions to capture the intrinsic richness and subtlety of the broad phrase “public administration.” These are clustered into four main categories: political, legal, managerial, and occupational.
- B. Analyzing the Definitions of Public Administration:**
- Political – Public administration is what government does, within its political environment. It is this political context that makes it “public.” Public administration is about implementation of the public interest. It is also about doing collectively what cannot be done as well individually.
- Legal – The foundations of public administration in the United States are based on law, and are bound by legal decrees. Public administration is law in action in the form of constitutional law, legal statutes, regulations, ordinances, codes, etc.
- Managerial – The executive nature of public administration enables the public will to be translated into action by the people responsible for running the public bureaucracy.
- Occupational – Public administration includes many occupational fields: economics, medicine, engineering, social welfare, etc. It is within the framework of each of these fields that the political, legal, and managerial aspects of public administration are transformed by public administrators into the work of government.
- C. Public Administration is an Academic Field:** Public administration within an academic interdisciplinary context draws primarily from political science, law, and management. It also incorporates other fields in the social, behavioral, and natural sciences, including economics, sociology, anthropology, criminology, psychology, engineering, medicine,

and social work. The core content of administrative theory, bureaucratic behavior, public finance and budgeting, policy analysis, program evaluation, and administrative ethics, lie at the heart of the study of this discipline. Public administration is also a cross-governmental field: It deals with what the federal, state, and local governments do. For instance, the federal government provides national defense and local governments maintain city and county roads.

- D. Public Administration is Both an Old and a Young Discipline:** The earliest civilizations-- Egyptians, Babylonians, Chinese, Greeks, Romans, and others provided guidance on the art and science of management. Our focus in this textbook, however, is on the occupational specialty and academic discipline of American public administration in recent times. As a scholarly discipline, public administration is relatively young. We chart its beginning with the seminal article “The Study of Administration” by Woodrow Wilson in 1887. His famous politics-administration dichotomy, which lay at the core of this study, was misunderstood. It was taken to mean that politics and administration should be separate. However, in reality, what Woodrow Wilson was actually arguing was that “partisan” politics must be kept separate from public administration. This is not easy, for public administration is closely tied to its political environment.
- E. Public Administration and the Cycles of Reform:** Public administration is continuously reforming itself, depending on the prevailing political climate and theories within the academic disciplines that bear upon it. Some presidents have criticized government itself as the problem in society and not as the solution to public problems. In the 1990s, and specifically under the Clinton administration, the cries for reform of government came to a head in what came to be known as the “reinventing government” movement. In recent times, the public and the media have become increasingly focused on a broad form of governmental reform – the issue of ethics in government. Its proponents believe this will go far in helping to restore the diminished public faith in public administration.

III. ASSESSMENT

Multiple-Choice Questions

1. The authors define public administration in:
 - a. One single definition.
 - b. Four clusters.
 - c. Eighteen descriptions.
 - d. B and c.

Factual, pg . 6, d
2. In 1955, Dwight Waldo was the first to insist that analysts “see administration in terms of its environment,” meaning essentially that
 - a. similar administrative acts may be performed differently in different cultures.
 - b. similar administrative acts are always performed similarly, even across different cultures.

- c. The environment is all about keeping air and water clean.
- d. Both b and c.

Applied, pg. 7, b

3. This individual argued that was a need for a science of administration:
- a. Leonard White
 - b. E. Pendleton Herring
 - c. Woodrow Wilson
 - d. Theodore Roosevelt

Applied, pg. 21, c.

4. When public administration is said to be the “king’s largesse,” this is an example of
- a. the divine right of kings.
 - b. a big-city political machine that dispenses benefits, favors, aid and assistance
 - c. the regulatory role of public administration.
 - d. the duties of the public administrator.

Conceptual, pg. 12-13, b

5. Government regulation means that government creates:
- a. Policies to control the social and economic activities of the citizenry
 - b. Policies to control the economic and social activities of private business organizations
 - c. Policies to control the economic and social activities of public agencies
 - d. All of the above

Applied, pg. 12, d

6. Your Instructor says that an example of public administration as idealism in action is the
- a. notion of *noblesse oblige*.
 - b. concept of *laissez-faire*.
 - c. rugged individualism
 - d. *gravitas*.

Factual, pg. 20, a

7. Which of the following is NOT among key assumptions for the study of public administration, according to Leonard White?
- a. Administration is a unitary process that can be studied uniformly at multiple levels of government.
 - b. The basis for study is management, not law.
 - c. Public administration is a separate study from the study of politics.
 - d. Administration is still art, but the ideal of transformation to science is both feasible and worthwhile.

Conceptual, pg. 21, c

8. You have learned that public administration is a profession. Professions are characterized by specific criteria. To be defined as a profession, public administration must meet three criteria. Which of the following statements does NOT represent one of these criteria?
- a body of academic and practical knowledge that is applied to the service of society
 - a standard of success theoretically measured by serving the needs of society rather than seeking purely personal gain
 - a system of control over professional practice that regulates the education of new members and maintains a code of ethics and appropriate sanctions
 - a system of government that dispenses the king's largesse

Applied, pg. 22, d

9. When some public administrators have described public administration as being "Mickey Mouse," we are referring to the
- merit system.
 - The "red tape" that can exist in public administration.
 - Biased hiring processes and values of nepotism
 - Influence of the Disney Corporation on the discipline of administration

Factual, pg. 16, b

10. The author of the first introductory textbook in public administration, in 1926, was
- David Lillienthal.
 - Robert Merton.
 - Leonard White.
 - Solomon Asch

Factual, pg. 21, c

11. The philosophical icon of the current Tea Party Movement and its libertarian worldview is:
- Congressman Ron Paul
 - Ayn Rand
 - Leonard White.
 - Martin Luther King.

Applied, pg. 13, b

12. The mystical "city upon a hill" reference that originated with John Winthrop in the 1630s and has been repeated in varied forms by Presidents Kennedy, Reagan, and Obama is an example of
- the king's largesse.
 - idealism.
 - managerialism.
 - Mercantilism

Applied, pg. 20, b

13. The founding father of public administration who wrote the essay “The Study of Administration,” which laid the foundation for science of public administration was
- Thomas Jefferson
 - James Madison.
 - George Washington.
 - Woodrow Wilson.

Factual, pg. 26, d

14. Administrative law is focused on
- correctness of procedures that agencies use in exercising their authority.
 - the totality of executive directives, and constitutional, statutory, and case law.
 - Both a and b.
 - None of the above.

Factual, pg. 12, c

15. The presiding officer of a legislature such as the House of Representatives is known as:
- Speaker of the House
 - Majority Whip
 - Chairman pro tem
 - Both a and c

Conceptual, pg. 11, a

True/False Questions

1. Whatever government does or does not do can be seen as public policy.

Applied, pg. 8, T

2. Based on his article “The Study of Administration” in the 1887 *Political Science Quarterly*, Leonard White is considered the founding father of public administration.

Factual, pg. 21, F

3. Public policy “decides,” and public administration “does”, thus they are integrally connected.

Conceptual, pg. 9, T

4. The philosophy of Libertarianism promotes the idea of a strong visible hand of government into the lives of the people.

Conceptual, pg. 13, T

5. The maximization of private gain does not necessarily maximize social benefit. This principle is explained in “The Tragedy of the Commons.”

Applied, pg. 10, T

6. The government paying a contractor like Blackwater for services in a war zone would be an example of public administration.

Conceptual, pg. 17-18, T

7. In the nineteenth century the “progressive movement” referred to a political and cultural movement that focused on reforming industrialized societies to provide for greater democratic participation and the application of science and specialized knowledge for improvement of lives of the citizens.

Conceptual, pg. 21, T

8. Public administration is about implementing the public interest.

Factual, pg. 9, T

9. That public administration is part of the executive function of government is a managerial definition of public administration.

Factual, pg. 14, T

10. To say that Public administration cannot exist outside its political context is completely incorrect.

Applied, pg. 28, T

Matching Exercise

Please match the concepts in the left-hand column to their counterparts in the right-hand column:

- | | |
|-----------------|--|
| 1. Conservative | a. Occurs when individuals, acting in their own self-interests, destroy public resources such as land and water. |
|-----------------|--|

Pg. 10.

2. Public Law

b. *“For we must consider that we shall be as a city on a hill. The eyes of all people will be upon us.”*

Pg. 20.

3. Tragedy of the Commons

c. A legislative act that applies to all citizens.

Pg. 11.

4. Reactionary

d. Adherence to a political disposition that prefers the status quo and accepts change only in moderation.

Pg. 13

5. John Winthrop

e. A person who supports outmoded ideas of the past.

Pg. 13

1d, 2c, 3a, 4e, 5b