Introducing Public Administration 8th edition Shafritz Test Bank

SKU: 9780205855896-TEST-BANK

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. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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.

www.pearsonhighered.com

ISBN-10: 0-205-86461-9
ISBN-13: 978-0-205-86461-4

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

TABLE OF CONTENTS

	Page(s)
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	

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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**

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

CHAPTER 1: DEFINING PUBLIC ADMNISTRATION

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.

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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.

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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. a body of academic and practical knowledge that is applied to the service of society
    b. a standard of success theoretically measured by serving the needs of society rather than seeking purely personal gain
    c. a system of control over professional practice that regulates the education of new members and maintains a code of ethics and appropriate sanctions
    d. a system of government that dispenses the kings largesse

    Applied, pg. 22, d

9. When some public administrators, have described public administration as being "Mickey Mouse," we are referring to the
    a. merit system.
    b. The "red tape" that can exist in public administration.
    c. Biased hiring processes and values of nepotism
    d. 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
    a. David Lillienthal.
    b. Robert Merton.
    c. Leonard White.
    d. Solomon Asch

    Factual, pg. 21, c

11. The philosophical icon of the current Tea Party Movement and its libertarian worldview is:
    a. Congressman Ron Paul
    b. Ayn Rand

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

c. Leonard White.
d. 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
    a. the king's largesse.
    b. idealism.
    c. managerialism.
    d. 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
    a. Thomas Jefferson
    b. James Madison.
    c. George Washington.
    d. Woodrow Wilson.

    Factual, pg. 26, d

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

    Factual, pg. 12, c

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

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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 provie 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

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

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

IV. ACTIVITIES

Class Exercise

Privatization: For and Against

Team A: Bureaucrats and Citizens (Against Privatization)
Team B: Bureaucrats and Big Business (For Privatization)
Moderators: 2, one from each Team.

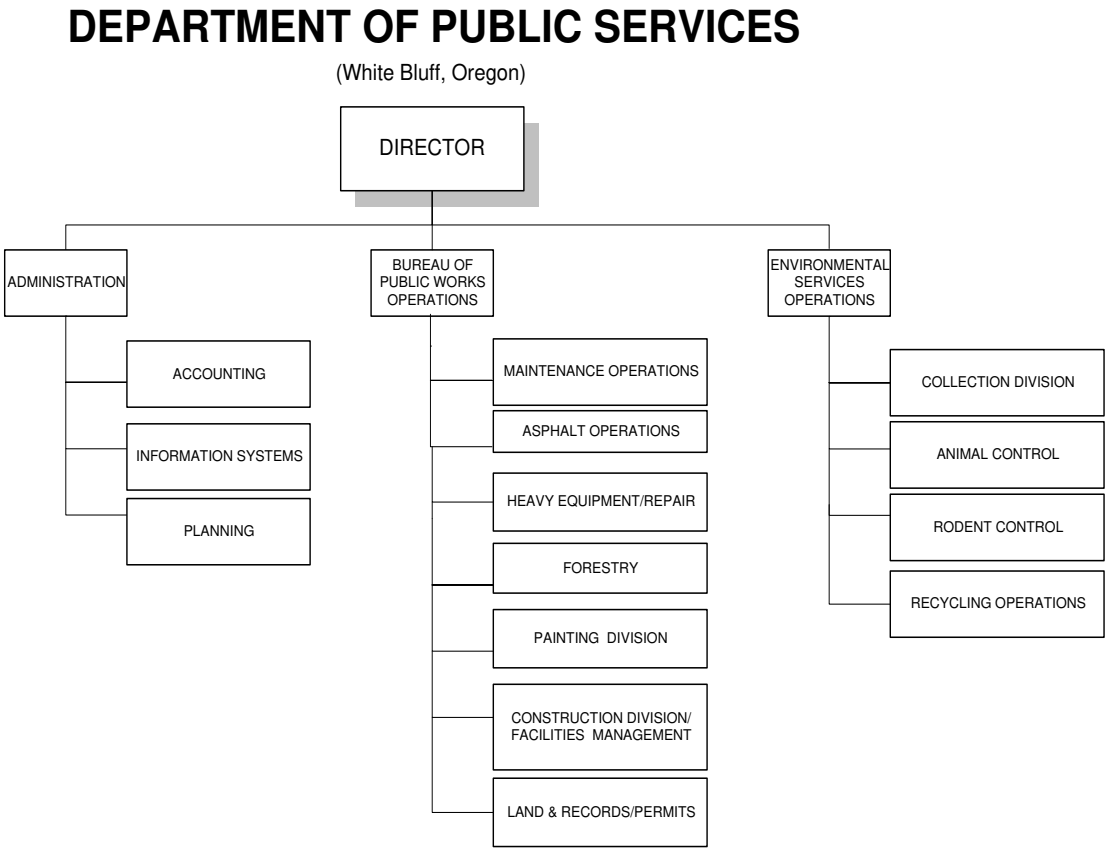
Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Issue: Privatization of the Department of Public Services of the city of White Bluff, Oregon. Organizational chart for areas of service attached.
Each team presents for five to eight minutes. Another five minutes for rebuttals of additional arguments.

Moderators: Toss coin to see which team begins. Keep order. Keep proceedings civil.

Teams: Choose a recorder to keep notes of your meeting and a spokesperson to present the arguments. Everyone else on the team should be alert to assist the spokesperson as needed. Use the board as needed.



Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Discussion Questions

1. Politics-Administration Dichotomy: Can partisan politics and administration really remain separate in public bureaucracies?

2. Power Issues in the Bureaucracy. What is the difference between special interest power and public interest power? What is the relative power between special interests and public interests in the political arena? (These questions are more fully discussed in Chapter 2)

3. Ethics Issues. Is it ever acceptable for public administrators to "dirty their hands" for the public good? (Ethical issues are more fully discussed in Chapter 5.

Instructor's Note: Questions 1 through 3 pull together a number of public administration dilemmas that are of both scholarly and common interest. To compliment class discussion and heighten student interest in public administration, you may consider inviting public service employees to your class, or alternatively, take students on a field trip to observe a major public administration agency "at work."

4. List and explain four ways in which public administration has affected your life on the local, state, and federal level in the last year.

Instructor's Note: Instructors should let students talk. The four definitions of public administration—political, legal, managerial, and occupational—presented by the authors in the text are likely to be explained via examples given by students. Write these categories on the board as input is received from the students.

5. Explain how rules expand our understanding and compliance with the law. The authors note that public legislation and its administration is continuously undergoing cycles of reform. What, in your opinion, is most in need of reform in government in present times?

Instructor's Note: Since legislation can never be completely comprehensive on any issue, rules are needed to address the details that have not been specified in the particular statute. Rule-making authority is delegated to administrative agencies. Thus, the Environmental Protection Agency can clarify and implement the provisions of the Environmental Protection Act via its rule-making authority. Rule-making processes are also loosely defined in the federal Administration Procedure Act. The instructor should expect that students will suggest a variety of reforms. Allow time for sufficient input and sharing.

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

6. "Political language...is designed to make lies sound truthful and murder respectable, and to give an appearance of solidity to pure wind." Explain the above quote from George Orwell, using examples you may have seen in recent times. Can lies for the public good ever be justified, in your opinion?

Instructor's Note: The instructor can explain that political language is geared to justify positions, not necessarily to communicate the truth. Euphemisms, omissions, evasions, prevarications, and outright lies are often the case in political talk. In terms of the second part of this discussion, the instructor can explain that the idea of justifiable lies derives from Plato's "noble" or "royal" lie. Plato asserts that while it is wrong for rulers to lie to the ruled, sometimes the citizenry may be deceived for their "own good." The instructor should suggest that even when there is need for justifiable lies in government – e.g., in cases of national security – a government engaging in falsehoods to its people brings about its own chain of risks. The instructor can ask students to think about this issue. The last chapter of this textbook takes up the subject of ethics in greater detail.

7. Investigate the Department of Homeland Security of the United States and its equivalent in your home state. How are these offices organized to manage national security in the United States? How do the multiple approaches to understanding public administration map onto the management of security concerns across multiple levels of government and multiple agencies?

Instructor's Note: Homeland security is a useful example to demonstrate to students the ways in which public administration operates at multiple levels of government. Although most of the activity of homeland security has been focused on the national government, many local units of government have been touched by attention to homeland security as well. You must ask students to probe further, taking a look at their home state's or local community's disaster management plan.

Writing Exercises

Using one of the following key words or phrases of your choice, write a short analysis linking the word(s) or phrase from the textbook the scholarly text to an incident in your workplace, your daily life, or from a media report that you have heard.

The New Deal
public interest
public policy
privatization
representative government
lobby
public law
food stamps
red tape
Leonard White

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Group Exercise

Critical Thinking: "Is Government Regulation Necessary?"

There are many laws and agencies that regulate how businesses operate. For example, the Environmental Protection Agency (EPA) regulates air emissions, water and land pollution. The Food and Drug Administration (FDA) regulates food and pharmaceutical quality and safety, the Sarbanes Oxley Act, regulates accounting practices in organizations, etc. It seems too many people that each year the list of regulations and regulatory agencies get larger. Some people, Libertarians in particular, call for less government regulation and many businesses also argue in similar fashion. Others say that without government regulation, people and businesses would promote their own self-interest and cite the Tragedy of the Commons.

Instructor's Note: Divide class into two groups. Group 1: Argue for the proposition that without government regulation people—especially those without lesser voices (such as children and minorities) would be worse off. Point to child labor, dirty food, and long work days, as seen in the days when there was there was no government regulation. Another important stakeholder without voice is the environment. If businesses were left to their own devices to conserve and not pollute the environment, then we would have more oil spills, more air and land pollution, more overfishing, etc. Group 2: Argue against government regulation, stating that the purpose of business is stockholder profits, and that government regulation puts financial costs on businesses that are often too burdensome. Point to the Republicans who in 2012 have claimed too much regulation, especially mentioning the Environmental Protection Act. (Note that the EPA and its agency were created by Republican President Richard M. Nixon.
Source: Professor Breena E. Coates, Department of Management, California State University, San Bernardino, 2012.

Case Study: Privatizing Police Forces

Facing pressure to crack down on crime amid a record budget deficit, Oakland is joining other U.S. cities that are turning over more law-enforcement duties to private armed guards. In 2009, the Oakland City Council voted to hire International Services Inc., a private security agency, to patrol crime-plagued districts. While a few Oakland retail districts have pooled cash to pay for unarmed security services, using public funds to pay for armed guards would mark a first for the city. Hiring private guards is less expensive than hiring new officers. Oakland police say they consider unarmed guards acceptable, but don't support armed guards. However, some local leaders say that they have few other options to reduce the city's violence.

Source: National Center for Policy Analysis ("Cash Strapped Cities Try Private Guards Over Police," Bobby White, "Cash-Strapped Cities Try Private Guards Over Police,"

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Wall Street Journal, April 21, 2009, or April 22, 2009;
http://www.ncpa.org/sub/dpd/index.php?Article_ID=17885.)

Questions:

1. Do you think that privatization of public services is a good thing? Why or why not?
2. What are the ethical and political questions at stake in the privatization of police?
3. Is the privatization of police forces comparable to the privatization of other public services, say, mail delivery, or food services? Why or why not?

Discussion and Writing Assignment:
Government Power and Authority: The Issue of Eminent Domain

Using Blackboard, Moodles, or another online venue, use the following case for discussion on government power and authority. As a group or as a discussion between two individuals, take the following positions:

A. The citizens who held out against the city to keep their homes
B. The City of New London, Connecticut

Summarize your arguments into a written paper of two to three pages.

On June 23, 2005, the Supreme Court ruled in *Kelo v. New London* that the "public use" provision of the "Takings Clause" of the Fifth Amendment of the U.S. Constitution permits use of eminent domain for economic development purposes that provide a public benefit. The case involved an economic development plan for the City of New London, Connecticut, which wanted to take a blighted area of 90 acres and revitalize by permitting the land to be used by a private pharmaceutical company. The city's plan argued that the new development could stimulate the economy via job creation, and encourage public access to the waterfront. The problem was that the land was occupied by homes belonging to citizens. Most of these homeowners agreed to sell their homes, but seven did not. The case eventually went up to the Supreme Court, which ruled in the favor of the city. You can read the summary and full opinion for *Kelo v. New London* at http://www.oyez.org/cases/2000-2009/2004/2004_04_108.

V. ADDITIONAL WEB RESOURCES

Federal Emergency Management Agency: http://www.fema.gov
U.S. Office of Personnel Management: http://www.opm.gov/
Governing Magazine: http://www.governing.com/
Chronicle of Philanthropy, online: http://www.philanthropy.com/
Government Executive Magazine: http://www.govexec.com/

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Government Technology: http://www.govtech.com/
Public Manager: http://www.thepublicmanager.org/

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

CHAPTER 2: THE POLITICAL AND CULTURAL ENVIRONMENT OF PUBLIC POLICY AND ITS ADMINISTRATION

I. LEARNING OBJECTIVES

After reading Chapter 2 in the textbook, the student should be able to:

I. LEARNING OBJECTIVES:

Number	Learning Objective	Page Range
1	State what is meant by public policy and describe the meaning of a republic.	38-42
2	Describe, understand, and outline the stages of the public policy cycle.	42-52
3	Define the meaning of power, evaluate the differences between group theory and power-elite theory, and explain the significance of groups in the American democracy.	52-57
4	Evaluate how the internal power relationships of organizations affect their goal accomplishments.	57-61
5	Analyze the difference between the internal and external cultures of public organizations.	61-67

II. SUGGESTED LECTURE

A. Public Policymaking: Any policy is a decision on the part of government. Public policy is whatever a government decides to do, or not to do in response to a public issue. Public administration is inherently an instrument of policy. Public policymaking is hierarchical in nature. The broadest policy is made at the top, but officials at lower levels, also known as street-level bureaucrats, have discretion in interpreting policy and in the process of doing so may inadvertently and even making policy. In the United States the people are considered sovereign; through their elected representatives, they make public policy, and this concept is known as representative democracy. The legislative branch of government has the greatest number of enumerated powers and makes the law. The executive branch administers and enforces these laws, and the judicial branch interprets and enforces them. Each level of government – —federal, state, and local – involves these three distinct entities, or branches, of government.

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

B. The Role of Executive Power in a Republic: The authors provide us with three views of executive power. The conservative view maintains that the president, governor, or mayor is an agent of the legislature, with powers restricted by the latter. A more liberal view is the one of executive prerogative, which holds that under certain circumstances the chief executive possesses and can use extraordinary powers to safeguard the nation. The stewardship theory of executive power is based on the belief that the president is a trustee of the people and can take any actions not specifically forbidden by the Constitution on their behalf. All presidents assume one of these three executive models.

C. The Policymaking Process: The policymaking process is a complex group of activities. In our textbook these are broken down into five stages. All five stages are inherently political in nature.

D. Agenda setting or identification of the policy issue, where the citizens produce ideas for change or improvement. These bubble up through the various political channels for consideration by the legislature or the courts, and are sometimes stimulated by a catalytic event—a riot, a flood, a terrorist attack, etc.
    1. Decision making: where a choice is made, either rationally (based on complete information) or, more often, incrementally (bit-by-bit at the margins of problems).
    2. Implementation involves putting a government policy into effect. Implementation is an inherently political process. Frequently the agendas of those implementing the program seep into the implementation process itself.
    3. Evaluation is the appraisal process of policymaking to determine the effectiveness and the efficiency of a given program. Generally, the executive branch of government undertakes the evaluation, but courts also do so in their analysis and judgment of cases.
    4. Feedback: This stage of the policy process completes the cycle, and new agenda items evolving from the completed process start the policymaking cycle all over again.

E. The Role of Power in the Policymaking Process. The theory of force fields helps explain the role of external and internal power that is brought to bear on an agency and its key players from many directions.
    1. External Power Forces: Pluralism is a concept that begins in the government itself. The three branches of government – legislative, executive, and judicial – each exert power over the other and in this way balance and check each other. Additionally, American society is made up of competitive groups, and power shifts from one to the other over time. Some hold the view that groups of interested individuals with shared attitudes and special interests, not government, are the mechanism by which social policies are formulated. Elite theory states that key members of the group have the lion's share of power in policymaking. This creates a society that is divided into two classes—those who govern and those who

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

are governed.The metaphor of the salad bowl explains that each socio-political group is a distinct power entity. Others believe that government itself is a group that competes with other groups.

2. Internal Power: Within organizations, coalitions jockey for power to secure scarce resources. Dependency power explains that individuals or groups who have control of key products and services make others dependent upon them. Those from the rational-structural school believe that power resides in legitimate authority, while others suggest that even those in authority are relatively powerless because their actions are invariably limited by others in a democracy.

F. The Role of Culture in Public Policymaking: Organizational cultures are about the norms, values, symbolic behaviors, artifacts, and other tangible and intangible things that exert influence upon a group and link it to its environment.
   1. Impacts of the External Environment: In the diversity that constitutes America, local and regional cultures impact the culture of public organizations in different ways. In this way, organizational culture reflects the overall values of society.
   2. Impacts of the Internal Environment: The internal culture of an organization is transmitted by socialization or enculturation processes. The professional socialization of organizational membership helps maintain and enforce the organizational culture. The conscious use of symbolic management, through dramaturgy, rituals, and symbols, preserves or develops the kind of culture that organizational leaders find desirable.

III. ASSESSMENTS

Multiple-Choice Questions

1. In the aftermath of the Watergate scandal when President Nixon was refusing to release his White House tapes he was invoking which form of Executive power?
   a. Arch conservative view
   b. Laissez faire (hands off) view
   c. Liberal view
   d. None of the above

   Applied, pg 41, d

2. Which of the following presidents espoused the theory of Executive prerogative:
   a. Ronald W. Reagan
   b. Abraham Lincoln
   c. Gerald Ford
   d. William J. Clinton

   Conceptual, pg. 40, b

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

3. The restricted view of presidential power was/is embodied in:
    a. The governance of President H.W. Bush
    b. William Howard Taft
    c. Arch-conservative viewpoints
    d. Held by Libertarians today.
    e. All of the above

    Conceptual, pg. 40, b

4. The "doctrine of the separation of powers was adopted by the Convention of 1787, not to promote efficiency, but to preclude the exercise of arbitrary power." This statement meant that:
    a. A certain amount of governmental friction is needed among the three branches of government.
    b. Government efficiency is not the primary need in a democracy
    c. A and b
    d. None of the above

    Applied, pg. 53. c

5. The president who espoused the stewardship theory of the Presidency was
    a. Franklin D. Roosevelt.
    b. Theodore Roosevelt.
    c. George W. Bush
    d. George H.W. Bush

    Factual, pg. 42, b.

6. Which of the following is one of the typical outside forces impacting the head of a public agency?
    a. Judiciary
    b. Auditors
    c. Legislature
    d. All of the above

    Applied, pg. 56, d

7. Which of the following is NOT a player in the iron triangle?
    a. the government agency administering the policy
    b. the office of the president promoting the policy
    c. the legislative committee creating the policy
    d. the special interest group that is advocating the policy.

    Applied, pg. 57, b

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

8. The "power-elite" theory espoused by C. Wright Mills states that government is
    a. ruled by an elected majority.
    b. controlled by "warlords," "corporate "chieftains", and political directorates
    c. dominated by political, military, and business interests.
    d. B and c.

    Applied, pg. 53, d

9. Incremental policy decision making implies that
    a. rational policy decisions are made in a special predetermined order.
    b. political elites make the majority of policy decisions.
    c. small decisions made at the margins are usually the reality of change.
    d. decisions of great importance are made quickly, while less important ones are made slowly.

    Conceptual, pg. 47, c

10. Which of the following is NOT true about the process of public policymaking?
    a. In modern times the media is likely to distill a detailed policy into a sound bite.
    b. It involves multiple players and political viewpoints.
    c. Policy papers put out by various parties and interest groups need not be read because policy is explained *ad nauseum* in oral reports via the media.
    d. It is a never-ending intangible process.

    Conceptual, pgs 42-44, c

11. In a Republic like the U.S. the:
    a. The Legislative branch is supreme & has the most powers.
    b. The Presidency is supreme & has the most powers.
    c. The Judiciary is supreme and has the most powers.
    d. No branch has more powers than another.

    Applied, pg. 39, a.

12. "Mixed scanning" decision making
    a. is a synonym for the theory of incrementalism.
    b. rejects incrementalism.
    c. uses both the incremental and rational-comprehensive model of decision-making.
    d. Uses theories of microeconomics.

    Applied, pg. 48, c

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

13. John Locke's theories about government:
    a. Were used in the Declaration of Independence
    b. Was used as a rationale for the break with England
    c. Had a profound influence on the Founding Fathers
    d. All of the above.

    Applied, pg. d

14. During WWII, Germany and Japan were seen as exemplars of:
    a. Libertarianism
    b. Utilitarianism
    c. Fascism
    d. Communitarianism

    Applied, pg. 63, c

15. Modern group theory derives from the work of:
    a. Arthur Bentley and Graham Allison
    b. Arthur Bentley, David Truman and Earl Latham
    c. Michael Lipsky
    d. Irving Janis.

    Factual, pg 55, b

True/False Questions

1. The prerogative theory expressed a level of executive power that President Abraham Lincoln felt might not only exceed constitutional bounds, but also possibly act against the Constitution.

   Conceptual, pg. 41, T

2. The seven step rational decision-making approach has been generally attributed to Harold D. Lasswell, the father of the policy sciences.

   Applied, pg. 47, T

3. The stewardship theory states that the president should be free to take any actions in the public interest provided they do not conflict with the Constitution.

   Conceptual, pg. 42 T

4. Your classmate insists that the mixed scanning decision-making model was developed by Herbert Simon, who won the Nobel Prize for this concept--is this True or False?

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Applied, pg. 48, F

5. Public policy-making is a hierarchical process with the broadest, most overarching policy being made at the top.

   Factual, pg. 38, T

6. Government in the United States is considered to be pluralistic because it is composed of multiple elements, and multiple competing levels of power.

   Applied, pg. 53, T

7. Allison's Organizational Processes Model argues for the tenets of group theory--that government decisions are the outcomes of negotiations between different groups and individuals with different bureaucratic perspectives and different political interests.

   Applied, pg. 49, F

8. President Truman's application of the prerogative theory of executive power ultimately checked by the Supreme Court of the United States in th 1970s.

   Applied, pg. 41, F

9. The decision making model known as "muddling through" was the contribution of Amitai Etzioni

   Factual , pg. 48, F

10. Pressman and Wildavsky in their 1973 study of the impact of federal programs in Oakland, California, felt that policy planning should look carefully at the difficulties surrounding the implementation of a policy, in terms of who gets what and how and why from the government.

    Conceptual, pg. 50, T

Matching Exercise

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

1. Harold Lasswell	a. Found in the theory of "bounded rationality," that was developed by Herbert Simon--that people make decisions based on satisfactory, not optimal, data. Pg. 47
2. Power-Elite Theory	b. Sees policy decisions being made in small steps in response to short-term political conditions. Pg. 47
3. Lindblom's "incrementalism"	c. The notion that the United States is ruled by a political, military, and business elite whose powers preempt the democratic process. Pg. 53
4. Satisficing	d. A pioneer in developing the concept and methodology of policy analysis. Pg. 47
5. Public choice economics	e. a macroeconomic theory that holds that the citizen is a consumer of public goods and services. Pg. 53

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

IV. ACTIVITIES

Class Exercise: Power : A Force Field Exercise

1. Power Influences on Public Administration:
    a. Draw a circle representing a public organization. Examples are: the Environmental Protection Agency, federal level; or the State Department of Transportation, state level; or the county jail, local level. Class or instructor chooses one.
    b. Draw power forces from fields that impact on this agency as follows:
        i. Straight line arrows for negative power influences.
        ii. Dotted line arrows for positive power influences.
    c. Explain your model.

2. Draw the policy cycle as shown in your textbook using one of the following policies:
    a. The Civil Rights Act of 1964
    b. The Health Insurance Portability and Accountability Act of 1996
    c. The Patriot Act of 2001
    d. The Sarbanes Oxley Act of 2002
    e. Don't Ask, Don't Tell Repeal Act of 2010

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank

Instructor's Note: For #2, above, suggest the catalysts for each of the policies shown above, e.g., Rosa Parks' refusal to give up her seat to a white man, inflamed and brought to a head the issue of inequality in America, and resulted in the Civil Rights Act of 1964.

Discussion Questions

1. Choose two of the most significant public policies that were passed in the last fifty years. How have our social and political consciousnesses both shaped and been shaped by these policies?

   Instructor's Note: There were many significant statutory laws passed since the middle of the twentieth century. Students can refer to the inside of the covers of the textbook for most of these public policies. The instructor can suggest the Civil Rights Act, 1964; the Americans with Disabilities Act, 1992; the 1996 Personal Responsibility and Work Opportunity Act; or even the No Child Left Behind Act of 2001. As our knowledge in the social and behavioral sciences grows, social groups challenge the implications of such policies.

2. What does Michael Lipsky mean by the term "street-level bureaucrat"? Explain how a street-level bureaucrat, in implementing public policy, may actually be "making" policy.

   Instructor's Note: Michael Lipsky defines "street-level bureaucrats" as those public officials who are literally close to the people by being most in contact with them. Examples would be police officers, welfare case workers, and public school teachers. In implementing on-the-spot public policy, some discretion is left to the bureaucrat. By constantly leaning too far to the left (i.e., with a liberal interpretation) or too far to the right (i.e., with a conservative interpretation) of the policy, a bureaucrat may be setting precedent for the policy to continue to be interpreted in a way not originally intended by the legislation. Thus an unelected official, viz., the bureaucrat, may unintentionally be making policy.

3. What is the difference between a rational-comprehensive approach to decision making and an incremental model? Explain where the polis model, posited by Deborah Stone, fits into these two models.

   Instructor's Note: The rational and incremental models are often viewed as two opposite ends on the decision-making continuum. The first model assumes that totality of information is available so that decision makers are readily able to make rational decisions. Charles Lindblom rejected this in favor of an incremental decision-making model. The latter assumes incomplete information, and influence of immediate events and circumstances. Thus, policy is made in small incremental decisions based on short-term political considerations. Deborah Stone's view is the newest model of public policy decision making. It posits the notion that the political community – the "polis" – is better able to deal

Copyright © 2013, 2011, 2009. Pearson Education, Inc. All Rights Reserved.

Introducing Public Administration 8th edition Shafritz Test Bank