INTRODUCTION TO PUBLIC ADMINISTRATION
PADP 3000 ♦ Spring 2019 ♦ T-Th 2:00-3:15PM ♦ Baldwin Hall 102

Instructor: Jordan T. Long, Ph.D. Candidate
University of Georgia
Dept. of Public Admin & Policy
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Office Hours: After class by appt.
Baldwin Hall 415

Course Website: e-Learning Commons (eLC)

Course Description and Goals:

The legislative, executive, and judicial branches of the United States government form a separation of powers that is decidedly political. But there is much more to government: putting out a fire, testing clean air standards, approving a disability claim, proctoring a driver’s license, delivering mail, monitoring defensive air space, community-policing a city, etc. – all of these tasks and more make up a functional administrative state that delivers goods and services to the American public, or public administration (PA).

This course provides an overview of U.S. bureaucracy via introduction to new terminologies, theoretical developments, and practical application. Special emphasis is placed on identifying, analyzing, and providing real-world policy solutions. At the conclusion of the course, students should be able to:

1) Define what PA is and its role in current governance.
2) Identify managerial, political, and legal values inherent in bureaucracy.
3) Assemble an arsenal of terms across numerous PA subfields (e.g. public finance, organizational theory, administrative law, personnel, public management, decision-making, implementation, performance, contracting, networking, ethics, etc.)
4) Apply abstract principles to real-world scenarios through digest of various academic readings, discussion, and class activities.
5) Build memo writing and critical thinking skills of problem identification, analysis, feasible solution, and implementation.
6) Reflect on their enhanced informational power, discretion, and self-efficacy in preparation for a post-graduation work environment.

Assigned Readings:

There is no textbook for the course this semester. Assigned readings are available via the class eLC page or online via URL links listed in the syllabus course schedule.

A Harvard case study Budget Woes and Worse Ahead – Pine Street Inn, Boston’s Iconic Homeless Shelter, Re-thinks Its Strategy is required reading for the course’s memo assignment and can be purchased for $3.95 at: https://case.hks.harvard.edu/budget-woes-and-worse-ahead-pine-street-inn-boston-s-iconic-homeless-shelter-re-thinks-its-strategy/.
**Students with Disabilities:**

Students with disabilities who require reasonable accommodations in order to participate in course activities or meet course requirements should contact the Instructor or designate during regular office hours or by appointment. Meeting at the end of class is also permissible. Any such documentation for accommodation(s) from Disabilities Services should be presented to the Instructor as soon as possible. For more info, contact Disabilities Services at (706) 542-8719.

**Academic Integrity:**

Academic integrity is a core value of institutions of higher learning. As a UGA student, you have agreed to abide by the University’s academic honesty policy, “A Culture of Honesty,” and the Student Honor Code. All academic work must meet the standards described in “A Culture of Honesty” found at: [https://honesty.uga.edu/Academic-Honesty-Policy/](https://honesty.uga.edu/Academic-Honesty-Policy/). Lack of knowledge of the academic honesty policy is not a reasonable explanation for a violation. Questions related to course assignments and the academic honesty policy should be directed to the Instructor.

As applied in this course, all examinations and written assignments must be your own work. Class preparation and studying are permitted to be done with others, but individual notetaking is strongly encouraged to develop improved understanding of the material. Note that the course syllabus is a general plan for the course; deviation announced to the class by the Instructor may be necessary. Any such deviation(s) will be announced in class.

**Classroom Integrity:**

This class is run like a bureaucratic unit with students taking on the role of bureaucratic trainees. Like any professional job, you are expected to have completed any assigned readings and be ready to go by the start of class time as a courtesy to others, their time, and contributions.

Personal cell phone use is NOT permitted during class time. Given the size of the class, all cellular devices and tablets must be turned off, silenced (not in vibrate), or in airplane mode and kept off the desk in front of you to avoid distraction. The Instructor will keep his phone on in case of emergency. Laptops are permitted for notetaking and class activity purposes only. Violators caught utilizing social media or viewing/streaming content unrelated to trainee learning risk loss of participation points and suspension of laptop privileges for the entire class.

**Course Grading:**

Fifty percent (50%) of your grade is based on the results of two exams converted to 20 and 30 points respectively. The memo assignment totals another 30% via your memo’s planned problem to solution connection worth 5 points, a first draft worth 10, and final draft worth 15 points. The remaining 20 points (20%) is split evenly between attendance and participation for a total of 100 points:

<table>
<thead>
<tr>
<th>Item</th>
<th>Points</th>
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<tbody>
<tr>
<td>Midterm (Thursday, Feb 28)</td>
<td>20</td>
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<tr>
<td>Memo P→S (Friday, March 8)</td>
<td>5</td>
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<tr>
<td>Memo First Draft (Friday, April 5)</td>
<td>10</td>
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<tr>
<td>Memo Final Draft (Friday, April 26)</td>
<td>15</td>
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<tr>
<td>Final Exam (Thursday, May 2)</td>
<td>30</td>
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<tr>
<td>Class Attendance</td>
<td>10</td>
</tr>
<tr>
<td>Class Participation</td>
<td>10</td>
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</tbody>
</table>
**Exams.** The midterm is worth 20 points and will take place during regular class hours on February 28. The final exam is worth 30 points and will take place during the University-allocated finals week time of 3:30PM-6:30PM on May 2. Both exams are multiple choice (although the midterm includes a few short answer questions). The final exam is cumulative (roughly 2/3 new material and 1/3 old). Trainees who do well on exams go beyond memorization to consider how class terms play out in practice.

A missed exam(s) can only be made up in extreme circumstances (e.g. prolonged illness, death in the family) or travel related to university activities. *Arrangements with the Instructor must be made at least two weeks in advance for any missed exam.*

**Memo Assignment.** A memo is a direct, technical form of writing that will be new to most trainees. It is *not* a research paper, narrative, or expository piece of writing where repetition and grandiose language are permitted or useful. Your goal is to convince the reader to take up a critical course of action, and to do that well requires adherence to statutory criteria, strategic thinking, and crisp delivery of concise words.

Your memo will consist of two single-spaced written pages that identify and analyze a problem from the assigned case (page 1) and present three possible options and one final recommendation to solve it (page 2). An appendix (page 3) involves you designing a tool or plan to implement your final recommendation for use by the reader in the field.

The memo is delivered in three stages: a problem→solution document, first draft, and final draft. Details will be explained across seven MEMO TUTORIAL class days which trainees should attend to gain the technical expertise necessary to write the memo well.

Like a bureaucratic job, the work you complete will be prone to scrutiny. You will receive considerable feedback and direction to help you improve, particularly upon completion of the first draft. Students in the past have reported introspection, self-examination, and even heightened emotion battling their strengths and weaknesses with the assignment. Every trainee is different, but if you trust the process and take on the memo challenge wholeheartedly, the rewards are great. You will learn how to write a great memo, but you will also learn a lot about who *you* are along the way.

All trainee memo submissions should be posted electronically to eLC by 7:00PM on the days due in Microsoft Word format (no PDFs), size 12 Times New Roman font, single-line spacing, and one-inch margins. Please note: writing in Google Docs routinely messes up spacing and margins; please double check that your submission conforms appropriately. Grade reductions begin immediately for late work totaling 50% per day.

**Attendance.** Like any bureaucratic job, attendance is mandatory and the responsibility of the trainee to arrive on time and prepared. Class begins promptly at 2:00PM. *If you walk in late, you must see the Instructor at the end of the class session to provide account.*

Attendance is calculated by the percentage of classes attended across the semester out of 10 points. Excused absences do not count against the total. To qualify for an excused absence, a trainee must notify the Instructor prior to class and provide documentation of proof upon return. Excused absences include UGA-approved events, signed medical excuses, familial deaths, and others at the Instructor’s discretion. However, since life happens, trainees are also permitted two unexcused absences for the semester wherein no notice or documentation is required. Please talk to the Instructor with any questions.
Participation. Participation is also 10 points and based on a trainee’s ability to regularly and actively engage with the Instructor and others in class. Bureaucrats rarely work in isolation from others. Maintaining strong communication during class with your fellow trainees and Instructor will not only help your learning progress, but will help others grow in well-rounded knowledge and application of the field.

All student opinions and points of view are welcome in this class. If you have a question, ask it. If you need further clarification, ask for that as well. Your Instructor welcomes face-to-face communication to resolve any needs or concerns. The full rubric is below:

<table>
<thead>
<tr>
<th>Pts</th>
<th>General Guideline of Participation Expectations</th>
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<tbody>
<tr>
<td>10</td>
<td>Trainee regularly makes voluntary and substantive contributions to class discussion and group work. Comments, questions, and answers to questions posed by the Instructor demonstrate critical thinking and thorough completion of assigned readings.</td>
</tr>
<tr>
<td>9</td>
<td>Trainee often makes voluntary contributions to class discussion and group work. Comments, questions, and answers to questions posed by the Instructor demonstrate critical thinking and completion of assigned readings.</td>
</tr>
<tr>
<td>8</td>
<td>Trainee occasionally makes voluntary contributions to class discussion and group work. Comments, questions, and answers to questions posed by the Instructor demonstrate critical thinking and completion of assigned readings.</td>
</tr>
<tr>
<td>6</td>
<td>Trainee sometimes makes contributions to class discussion and group work. Comments, questions, and answers to questions posed by the Instructor demonstrate minor lack of preparedness.</td>
</tr>
<tr>
<td>4</td>
<td>Trainee rarely makes contributions to class discussion and group work if not prodded. Comments, questions, and answers to questions posed by the Instructor demonstrate lack of preparedness.</td>
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<tr>
<td>2</td>
<td>Trainee never makes contributions to class. Comments, questions, and answers to questions posed by the Instructor demonstrate lack of preparedness. This is the individual present in body only.</td>
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<tr>
<td>-1 or more</td>
<td>Trainee is disruptive and/or demonstrates behavior unbecoming of a bureaucrat on the job. Examples include excessive tardiness, hostility, not paying attention, personal email/text messaging/social media during class, disrespect to others, etc.</td>
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**Letter Grades.** The numerical grade out of 100 points will be translated into a final letter grade in adherence with UGA policy at: [https://reg.uga.edu/students/grades/](https://reg.uga.edu/students/grades/). Final letter grades will be accessible on ATHENA after May 13 and cannot be communicated by email under any circumstance.

| Excellent | A 93-100 pts | A- 90-92 pts |
| Good | B+ 87-89 pts | B 83-86 pts | B- 80-82 pts |
| Satisfactory | C+ 77-79 pts | C 73-76 pts | C- 70-72 pts |
| Passing | D 60-69 pts |
| Failure | F 0-59 pts |

**Course Schedule:**

Each week we will explore a different public administration theme via terms and discussion. Just like learning a new language, all trainees must be strategic in their planning and study to master each week’s content as it comes, since each successive week builds on the previous:
Week 1: Intro to Public Administration
Thursday, January 10
(1) + Syllabus
(2) + Memo Writing Statute
(3) + Memo Completion Strategy (steps 1-3)
(4) What is Public Administration?:
   + Various. (1787). U.S. Constitution: Article I § 8; Article II § 2; Article III § 2.
BUREAUCRATIC DIAGRAM

Week 2: Theory and Values
Tuesday, January 15
(1) PA as Politics and Administration:
(2) PA as a Science (or is it?):
HOMEWORK
Thursday, January 17
(1) PA as Competing Values:
(2) PA as Interplay of Responsibility and Accountability:
RESPONSIBILITY & ACCOUNTABILITY CHART

Week 3: Budget and Finance
Tuesday, January 22
(1) Fiscal Terminology
(2) Budget Process and Analysis
(3) Solvency:
   + Key, V. O. (1940). The Lack of a Budgetary Theory. American Political Science Review, 34(06), 1137-1144. (Identify the basic budgeting problem)
Thursday, January 24
(1) Budget in Practice
(2) Government Shutdown:
(3) Budget Examples:
   + https://www.oconeecounty.com/ArchiveCenter/ViewFile/Item/1396
MAKING A BUDGET

Week 4: Organization and Leadership
Tuesday, January 29
(1) The Bureaucratic Agency
(2) Hierarchy and Structure:
(3) Open and Closed Systems
(4) Other Organizational Theories
Thursday, January 31
(1) The Agency Head
(2) Leadership Theory:
   + Wart, M. V. (2003). Public-Sector leadership theory: An assessment. Public administration review, 63(2), 214-228. (Focus on FIGURE 1, TABLE 1, and TABLE 2)
LEADERSHIP DEBATE
Week 5: Admin Law, Rulemaking, and Adjudication
Tuesday, February 5
(1) Rulemaking and Notice & Comment:
(2) Interpretive Rules
(3) Rulemaking Challenges and Exceptions
   HOUSE OF LAW DIAGRAM
HOMEWORK
Thursday, February 7
(1) Adjudication, Due Process, and Hearings:
   + Admin Procedure Act. (1946). §554-556. (Focus on green highlight p.2; 40-46)
   https://en.wikipedia.org/wiki/Londoner_v._City_and_County_of_Denver
(2) Administrative Law Case Brief
   + “Does Woodrow Have a Case?”
ADMINISTRATIVE LAW DECISION TREE

Week 6: Power and Transparency
Tuesday, February 12
(1) Legislative and Executive Branch Influence
(2) Neutral Competence and Representative Bureaucracy
(3) Transparency:
   https://hbr.org/2016/07/when-transparency-backfires-and-how-to-prevent-it
MEO PROMPT READING SHOULD BE IN PROGRESS
Thursday, February 14
(1) Seven Power Types
(2) Flow of Power:
POWER PLAY

Week 7: Decision-Making and Sensemaking
Tuesday, February 19 – MEMO TUTORIAL #1: PLANNING AND ORGANIZING
(1) Looped Learning
(2) Rational, Bounded, and Incremental Decision-Making
(3) Feasibility, Policy Spaces, and Issue Areas
(4) SWOT Analysis:
   + Link: http://www.health.state.mn.us/divs/opi/qi/toolbox/swot.html
(5) Logic Model:
   + Link (start at 0:52): https://www.youtube.com/watch?v=eFhaHCVY_Yo
Thursday, February 21 – MEMO TUTORIAL #2: OVERVIEW AND PROBLEM SPECIFICATION
(1) Making Sense:
(2) What is a Memo – Big Picture v. Little Picture
(3) Mapping the ProblemSolution Connection Forward and Backward
   + Writing Statute (p.1-3)

Week 8: Guest Speaker and Midterm
Tuesday, February 26
   Guest Q&A: Dr. Roger E. Hartley, Dean of College of Public Affairs, University of Baltimore
Thursday, February 28
   MIDTERM EXAM
Week 9: Organizational Behavior

Tuesday, March 5 – MEMO TUTORIAL #3: HOW TO ANALYZE

(1) Criteria, Coordination, Conflict, Control
(2) Public Service Motivation:
(3) Job Satisfaction:
(4) Emotional Intelligence:
(5) Writing Your Memo Analysis
  + Memo Writing Statute (p.2)

Thursday, March 7 – MEMO TUTORIAL #4: THE SOLUTION AND OUTLINING FOR SUCCESS

(1) Organizational Change:
(2) Innovation:
(3) Three Options (with Public Value), the Final Recommendation, and Your Outline
  + Memo Writing Statute (p.3)
  + Memo Completion Strategy (steps 4-9)

Friday, March 8

MEMO PROBLEM⇒ SOLUTION DOCUMENT DUE before 7:00PM on eLC

Week 10: Spring Break

Tuesday, March 12
  NO CLASS

Thursday, March 14
  NO CLASS

Week 11: Public Personnel

Tuesday, March 19

(1) Job Classifications:
(2) Finding a Job or Internship:
  + [http://www.usajobs.gov](http://www.usajobs.gov)
(3) Unionization, Bargaining, and Privacy Rights:

Thursday, March 21

(1) Political Activity on the Job:
(2) Human Capital Crisis and Management:

IMPROVING THE WORKFORCE ACTIVITY
**Week 12: Bureaucratic Tools of the Trade**

**Tuesday, March 26**

1. Direct Tools – Goods, Services, Entitlements
2. Indirect Tools – Grants, Vouchers, Contracts
3. Today’s Governance:

**HOMEWORK**

**Thursday, March 28 – MEMO TUTORIAL #5: THE MEMO APPENDIX TOOL**

1. Bidding and Constructing a Contract:

2. Introduction to the Memo Appendix
   + Memo Writing Statute (p.1 and 4)

**INFRASTRUCTURE CONTRACT ACTIVITY**

**Week 13: Policy Implementation, Ambiguity, and Risk**

**Tuesday, April 2**

1. Policy, Setting, Duration, and Modification
2. Interdependence:
3. Top-Down v. Bottom-Up and Implementation Success

**Thursday, April 4 – MEMO TUTORIAL #6: PUTTING IT ALL TOGETHER**

1. Ambiguity of Goals and Means
2. Risk management
3. Separating the ‘WHAT’ from the ‘HOW’ and Final Memo Questions
   + Memo Writing Statute (p.1-4)
   + Memo Completion Strategy

**Friday, April 5**

**MEMO FIRST DRAFT DUE before 7:00PM on eLC**

**Week 14: Public Management Reform and Performance**

**Tuesday, April 9**

1. Public Management:
2. Reform Drivers:

**MANAGEMENT REFORMS CHART**

**MEMO DATA COLLECTION**

**Thursday, April 11 – MEMO TUTORIAL #7: ASSESSING MEMO PERFORMANCE**

1. Performance – Task, Context, Organization v. Individual
2. Performance Measurement:
3. Performance Challenges
4. Feedback and Final Memo Draft

**PERFORMANCE SPEED DRILL**
**Week 15: Networking, Collaboration, and Non-Profit Partners**

Tuesday, April 16

1. Networks
2. Collaboration:
   + Ansell, C., & Gash, A. (2008). Collaborative Governance in Theory and Practice. *JPART, 18*(4), 543-571. (Focus on Figure 1)
3. Boundaries:

Thursday, April 18

1. Non-profits:

**NON-PROFIT ACTIVITY**

**Week 16: Citizen Interaction**

Tuesday, April 23

1. Responsiveness – Speed and Accuracy
2. Administrative Burden:

Thursday, April 25

1. Co-Production and Trust:

**Select Videos**

Friday, April 26

**Memo Final Draft (with cover sheet) due before 7:00PM on eLC**

**Week 17: Ethics and Final Exam**

Tuesday, April 30

1. Ethics – Bureaucratic and Democratic Ethos
2. The Challenge of Discretion:

**Trainee Graduation Speech**

**My Gift to You**

**Course Evaluations in Class**

Thursday, May 2

**Final Exam at special time 3:30PM-6:30PM**