

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
jtlong@uga.edu

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/>. 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 \leftrightarrow 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:

Item	Points
Midterm (Thursday, Feb 28)	20
Memo P \leftrightarrow S (Friday, March 8)	5
Memo First Draft (Friday, April 5)	10
Memo Final Draft (Friday, April 26)	15
Final Exam (Thursday, May 2)	30
Class Attendance	10
Class Participation	10

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 \leftrightarrow 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:

Pts	General Guideline of Participation Expectations
10	Trainee <i>regularly</i> 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.
9	Trainee <i>often</i> 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.
8	Trainee <i>occasionally</i> 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.
6	Trainee <i>sometimes</i> makes contributions to class discussion and group work. Comments, questions, and answers to questions posed by the Instructor demonstrate minor lack of preparedness.
4	Trainee <i>rarely</i> 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.
2	Trainee <i>never</i> 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.
-1 or more	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.

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/>. 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:
+ Wilson, W. (1887). The study of administration. *Political science quarterly*, 2(2), 197-222.
- (2) PA as a Science (or is it?):
+ Dahl, R. (1947). The science of public admin: Three problems. *Admin Review*, 7(1), 1-11.
HOMEWORK

Thursday, January 17

- (1) PA as Competing Values:
+ Rosenbloom, D. (1983). Public Administration Theory and the Separation of Powers. *Public Administration Review* 43(3), 219-27. (**Identify three categories & nine values**)
- (2) PA as Interplay of Responsibility and Accountability:
+ Friedrich, C. (1940). Public Policy & Nature of Admin Responsibility in C.J. Friedrich, ed., *Public Policy*. Cambridge: Harvard Univ. Press, 441-446.
+ Finer, H. (1941). Administrative Responsibility in Democratic Government. *Public Administration Review* 1, 447-452.
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:
+ <https://www.whitehouse.gov/wp-content/uploads/2017/11/m-18-05-REVISED.pdf>
- (3) Budget Examples:
+ <https://www.oconecounty.com/ArchiveCenter/ViewFile/Item/1396>
+ <https://www.athensclarkecounty.com/DocumentCenter/View/52746/FY19-Budget-in-Brief> (**Skim**)
MAKING A BUDGET

Week 4: Organization and Leadership

Tuesday, January 29

- (1) The Bureaucratic Agency
- (2) Hierarchy and Structure:
+ Simon, H. (1946). The Proverbs of Administration. *Public Admin Review*, 6(1), 53-67.
- (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:
 - + Admin Procedure Act. (1946). §551-553. **(Focus on yellow highlight p.1-2; 39-40)**
 - + SCOTUS. (1918). *Bi-Metallic Investment Co. v. State Board of Equalization*, 239 U.S. 441.
https://en.wikipedia.org/wiki/Bi-Metallic_Investment_Co._v._State_Board_of_Equalization
 - (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). §551&554-556. **(Focus on green highlight p.2; 40-46)**
 - + SCOTUS. (1908). *Londoner v. City & County of Denver*, 210 U.S. 373.
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:
 - + de Cremer, D. (2016): “When Transparency Backfires, and How to Prevent It.” *Harvard Business Review*. <https://hbr.org/2016/07/when-transparency-backfires-and-how-to-prevent-it>

MEMO PROMPT READING SHOULD BE IN PROGRESS

Thursday, February 14

- (1) Seven Power Types
 - (2) Flow of Power:
 - + Long, N. E. (1949). Power and administration. *Public Admin Review*, 9(4), 257-264.
- 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:
 - + Weick, K. E., Sutcliffe, K. M., & Obstfeld, D. (2005). Organizing and the process of sensemaking. *Organization science*, 16(4), 409-421. **(Focus on p.409 and identifying definitions of descriptive, conceptual, and prospective sensemaking)**
- (2) What is a Memo – Big Picture v. Little Picture
- (3) Mapping the Problem ↔ Solution 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
+ Bio: <http://www.ubalt.edu/cpa/faculty/alphabetical-directory/roger-e-hartley.cfm>

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:
 - + Perry, J. L. (1996). Measuring public service motivation: An assessment of construct reliability and validity. *Journal of public admin research and theory*, 6(1), 5-22. **(Focus on six dimensions p.5-7 and EXHIBIT 1 p.10-11)**
- (3) Job Satisfaction:
 - + Wright, B. E., & Davis, B. S. (2003). Job satisfaction in the public sector the role of the work environment. *American Review of Public Administration*, 33(1), 70-90. **(Focus on job satisfaction definition p.70-72, FIGURE 1 p.77, and skim Appendix)**
- (4) Emotional Intelligence:
 - + Barsade, S. G., & Gibson, D. E. (2007). Why does affect matter in orgs? *The Academy of Mgmt Perspectives*, 21(1), 36-59. **(Focus on TABLE 1 definitions & FIGURE 1, p.38-39)**
- (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:
 - + Fernandez, S., & Rainey, H. G. (2006). Managing successful organizational change in the public sector. *Public administration review*, 66(2), 168-176. **(Identify the steps)**
- (2) Innovation:
 - + De Vries, H., Bekkers, V., & Tummers, L. (2016). Innovation in the public sector: systematic review and future research agenda. *Public administration*, 94(1), 146-166. **(Focus on TABLE 1, p.153)**
- (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:
 - + <https://www.opm.gov/policy-data-oversight/classification-qualifications/classifying-general-schedule-positions/#url=Standards>
- (2) Finding a Job or Internship:
 - + <http://www.usajobs.gov>
- (3) Unionization, Bargaining, and Privacy Rights:
 - + <https://finance.yahoo.com/news/u-supreme-court-rules-against-141404132.html>

Thursday, March 21

- (1) Political Activity on the Job:
 - + Hatch, C. (1939; 2012). *Hatch Act: An Act to Prevent Pernicious Political Activities*.
- (2) Human Capital Crisis and Management:
 - + https://www.gao.gov/key_issues/strategic_human_capital_management/issue_summary
 - + <https://www.opm.gov/policy-data-oversight/human-capital-management/federal-workforce-priorities-report/#url=Employee-Perception> **(Focus on 'Major Trends Shaping the Workforce')**

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:
+ Milward, H. B., & Provan, K. G. (2000). Governing the hollow state. *Journal of Public Administration Research and Theory*, 10(2), 359-380. **(Focus on p.359-366 only)**

HOMEWORK

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

- (1) Bidding and Constructing a Contract:
+ Brown, T. L., Potoski, M., & Van Slyke, D. M. (2006). Managing public service contracts: Aligning values, institutions, and markets. *Public Administration Review*, 66(3), 323-331.
- (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:
+ O'Toole Jr, L.J., & Montjoy, R.S. (1984). Interorganizational policy implementation: A theoretical perspective. *Public Administration Review*, 491-503. **(Focus on FIGURE 1)**
- (3) Top-Down v. Bottom-Up and Implementation Success
+ Matland, R. E. (1995). Synthesizing the implementation literature: The ambiguity-conflict model of policy implementation. *JPART*, 5(2), 145-174. **(Focus on p.145-150; 154-155)**

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

- (1) Ambiguity of Goals and Means
+ Matland, R. E. (1995). Synthesizing the implementation literature: The ambiguity-conflict model of policy implementation. *JPART*, 5(2), 145-174. **(Focus on 'Policy Ambiguity' p.157-159 and EXHIBIT 1 p.160)**
- (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:
+ Hood, C. (1991). A public management for all seasons?. *Public administration*, 69(1), 3-19. **(Focus on TABLE 2 and coupling definition on p.11)**
- (2) Reform Drivers:
+ Wise, L. R. (2002). Public management reform: Competing drivers of change. *Public Administration Review*, 62(5), 556-567. **(Focus on TABLE 1)**

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:
+ Behn, R. D. (2003). Why measure performance? Different purposes require different measures. *Public Administration Review*, 63(5), 586-606. **(Focus on TABLE 1)**
- (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:
+ Kettl, D. F. (2006). Managing boundaries in American administration: The collaboration imperative. *Public Administration Review*, 66(s1), 10-19. **(Focus on FIVE boundary types)**

Thursday, April 18

- (1) Non-profits:
+ Carman, J. G., & Nesbit, R. (2013). Founding new nonprofit organizations: syndrome or symptom?. *Nonprofit and Voluntary Sector Quarterly*, 42(3), 603-621. **(Focus on p.603-605, TABLE 2 on p.612, and Implications-Conclusion p.614-616)**

NON-PROFIT ACTIVITY

Week 16: Citizen Interaction

Tuesday, April 23

- (1) Responsiveness – Speed and Accuracy
- (2) Administrative Burden:
+ Moynihan, D., Herd, P., & Harvey, H. (2014). Administrative burden: Learning, psychological, and compliance costs in citizen-state interactions. *JPART*, 25(1), 43-69. **(Focus on TABLE 1)**

Thursday, April 25

- (1) Co-Production and Trust:
+ Fledderus, J., Brandsen, T., & Honingh, M. (2014). Restoring trust through co-production of public services: A theoretical elaboration. *Public Mgmt Review*, 16(3), 424-443. **(Focus on 'Defining Co-production' thru 'Defining Trust' p. 426-430)**

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:
+ Maynard-Moody, S., & Musheno, M. (2000). State agent or citizen agent: Two narratives of discretion. *Journal of Public Administration Research and Theory*, 10(2), 329-358. **(Focus on 'For much of this century...' thru 'The Limits of Rules' p.346-350)**

TRAINEE GRADUATION SPEECH

MY GIFT TO YOU

COURSE EVALUATIONS IN CLASS

Thursday, May 2

FINAL EXAM at special time 3:30PM-6:30PM