

Introduction to Public Administration

Fall 2019 - PADP 3000

Instructor: Lawrence A Brown II
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Office Hours: Baldwin 411
Fridays 10:00AM to 1:00PM or By
Appointment

Time: Tuesday and Thursday 11:00 AM to 12:15 PM
Location: Journalism 501
Course Website: e-Learning Commons (e-LC)

Course Description and Objectives:

This course has been designed to provide a comprehensive view of American public administration, its relationship to the American political system, and its evolution through time. In federal, state, and local governments, bureaucracy (a major focus in the study of public administration) acts as a substantial tool of power—translating public policy into changed conditions. The inner-workings of bureaucracy and the outer influences upon it have an immense impact on how that translation takes place and on its final result.

Having adapted continuously over time to respond to the changing demands of the American people, American public administration has become one of the most important, brutally fought over, controversial, yet least understood aspects of the American system of government. One of this course's objectives is to shed some light.

Another of this course's objectives is to give students applicable knowledge. The work of public administrators (often called bureaucrats) is to act on behalf of the people and within the boundaries set by statutes. These statutes have been put into law by elected officials who often have a strong interest in making those statutes relatively vague. Because of this, public administrators must faithfully execute the law using their professional expertise and a consideration of public values while also navigating the competing demands of various political actors, including (but not limited to) average citizens, elected executives, and legislators. That's a lot of responsibility. And fulfilling that responsibility makes the bureaucracy a center of policy-making in and of itself. In this course, students are given the opportunity to apply their acquired public administration-related knowledge to real public administration-related problems.

*****Disclaimer: The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary.**

Assignments:

Memos

Your main written contribution to this course will be three memos you will construct and submit throughout the semester. A memo is a brief document written to persuade some person, team, or other entity to adopt a policy. It is important that a memo be brief, substantive, logically tie

policy recommendations to the problems presented, and be geared to the uses and tastes of the intended audience.

For each of the three memos, you will be given:

1. A general prompt
2. A case dossier
3. An audience dossier

It will be your job to use this information to draft an informative and persuasive memo. I will provide general guidance to the memo's structure. We will also read and discuss Bob Behn's (2018) "The Craft of Memo Writing" as a class to clarify some important features of memo writing. I recommend that you refer back to Behn (2018) as you write memos throughout the semester.

I will provide your prompts nine days prior to the due date. You are to include a bibliography and parenthetical citations in APA format. It is recommended that you cite class readings from Kettl (2017) and the given articles, but you may cite other academic sources as well.

As an added challenge, each subsequent memo is to become progressively brief. Balancing substance and brevity is an important skill to develop as a memo writer. As a memo writer, your audience will be decisionmakers—folks who generally have limited time to read and absorb information. The word count limits (+/- 50 words) for each assignment are listed below:

Memo 1 (Sent September 10 | Due September 19): 1250 words

Memo 2 (Sent October 22 | Due October 31): 1000 words

Memo 3 (Sent November 12 | Due November 21): 750 words

Midterm (October 8)

You will be given a midterm exam that is multiple choice with a few short answer questions. The exam will take place in class and be closed-book. Please prepare by studying the class readings *and your lecture notes* up to that exam.

Final (December 12; 12:00 to 3:00PM)

You will be given a final exam that is multiple choice with a few short answer questions. The exam will take place in class and be closed-book. Please prepare by studying the class readings *and your lecture notes* up to that exam.

The final exam will be comprehensive—it could cover any material from the first lecture to the last. If you do the readings, attend the lectures, take good notes, and study well, I believe that you will be prepared.

Grading Policy:

Memo 1 (15%)

Memo 2 (15%)

Memo 3 (15%)

Midterm (15%)

In-Class Participation (10%)

Final Exam (30%)

Attendance Policy

Attendance at each class session is expected. Participation is an important part of your grade. You are allowed two unexcused absences before your attendance negatively impacts your final grade. Absences which are excused (accompanied by some legitimate documentation) will not count against your final grade.

Required Course Materials

- Kettl, D. F. (2017). *Politics of the Administrative Process* (Seventh edition). Los Angeles: CQ Press.
- I will provide other required reading materials via eLC

Policy for Make-Up of Examinations

Make-up exams will only be given if the student provides a reasonable (per the instructor's judgment) justification for missing the exam one week prior to the exam *or* at the instructor's discretion.

Honor Code and Academic Honesty Policy:

UGA Student Honor Code: "I will be academically honest in all of my academic work and will not tolerate academic dishonesty of others." A Culture of Honesty, the University's policy and procedures for handling cases of suspected dishonesty, can be found at www.uga.edu/ovpi.

As a University of Georgia 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.

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 the Disability Resource Center at (706) 542-8719 and/ or drc@uga.edu.

Class Schedule and Readings

Week 1: Class Introduction

Thursday, August 15

Syllabus Overview

What is Public Administration?

Week 2: Constitutional Foundations of Public Administration, Separation of Powers, Accountability

Tuesday, August 20

Constitutional Foundations of Public Administration Lecture and Discussion

- **Reading Assignment(s) for this Day:**
 - Various. (1787). *U.S. Constitution*: Article I § 8; Article II § 2-3; Article III § 2.
 - Wilson, W. (1887). The study of administration. *Political science quarterly*, 2(2), 197-222.

Thursday, August 22

Accountability Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 1: Accountability
- *Accountability Case*

Week 3: Contemporary Public Administration: Role and Action at a Bird's Eye View

Tuesday, August 27

Contemporary Public Administration Overview Lecture and Discussion 1

Reading Assignment(s) for this Day:

- Kettl Chapter 2: What Government does—And how it does it.

Thursday, August 29

Contemporary Public Administration Overview Lecture and Discussion 2

Reading Assignment(s) for this Day:

- Kettl Chapter 3: What is Public Administration?

Week 4: Organizational Theory

Tuesday, September 3

Org Theory Introduction Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl, Chapter 4, Organization Theory

Thursday, September 5

Memo Assignments Introduction

Contemporary Organizational Arrangements Lecture and Discussion: Networks

Reading Assignment(s) for this Day:

- O'Toole, L. J. (1997). Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration. *Public Administration Review*, 57(1), 45–52.
<https://doi.org/10.2307/976691>
- Behn, R.D. (2017). *The Craft of Memo Writing* [PDF File] Accessed from:
<http://www.atlas101.ca/pm/wp-content/uploads/2017/01/Behn-Craft-of-Memo-Writing-2017.pdf>

Week 5: The Executive Branch

Tuesday, September 10

*****Memo Assignment 1 Distributed*****

Executive Branch Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 5, The Executive Branch

Thursday, September 12

Issues in Applied Executive Control Lecture and Discussion

Reading Assignment(s) for this Day:

*****For this day, at least scan these. Get a basic enough understanding that you might be able to discuss the subject matter.*****

- Ferguson, M. R., & Bowling, C. J. (2008). Executive Orders and Administrative Control. *Public Administration Review*, 68(s1), S20–S28. <https://doi.org/10.1111/j.1540-6210.2008.00975.x>
- Pfiffner, J. P. (2009). Presidential Signing Statements and Their Implications for Public Administration. *Public Administration Review*, 69(2), 249–255. <https://doi.org/10.1111/j.1540-6210.2008.01971.x>
- Svava, J. H. (2008). Strengthening Local Government Leadership and Performance: Reexamining and Updating the Winter Commission Goals. *Public Administration Review*, 68(s1), S37–S49. <https://doi.org/10.1111/j.1540-6210.2008.00977.x>

Week 6: Organizational Management

Tuesday, September 17

Organizational Problems Lecture and Discussion:

Reading Assignment(s) for this Day:

- Kettl Chapter 6, Organization Problems

Thursday, September 19

*****Memo Assignment 1 Due Before Class*****

Memo Assignment 1 Overview

Week 7: Administrative Reform

Tuesday, September 24

Administrative Reform Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 7: Administrative Reform

Thursday, September 26

The “New Public Management” Lecture and Discussion

Reading Assignment(s) for this Day:

- Brewer, G. A., & Kellough, J. E. (2016). Administrative Values and Public Personnel Management: Reflections on Civil Service Reform. *Public Personnel Management*, 45(2), 171–189. <https://doi.org/10.1177/0091026016644626>

Week 8: The Civil Service

Tuesday, October 1

The History of the American Civil Service System Lecture and Discussion

Reading Assignment(s) for this Day:

*****For this week, at least scan these. Get a basic enough understanding that you might be able to discuss the subject matter.*****

- Van Riper, P.P. (1958). *History of the United States Civil Service*. Chapter 2: “Bureaucratic Beginnings: 1789-1829”; Chapter 3: “The Victors: 1829-1869.”; Chapter 5: “Americanizing a Foreign Invention: The Pendleton Act of 1883.”

Thursday, October 3

Today’s Civil Service Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 8: The Civil Service

Week 9: Human Capital and Personnel

Tuesday, October 8

MIDTERM EXAMINATION

Thursday, October 10

Human Capital Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 9: Human Capital

Week 10: Decision Making

Tuesday, October 15

Decision Making Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 10: Decision Making

Thursday, October 17

Further Issues in Bounded Rationality Lecture and Discussion

Reading Assignment(s) for this Day:

- Jones, B. D. (2003). Bounded rationality and political science: Lessons from public administration and public policy. *Journal of Public Administration Research and Theory*, 13(4), 395-412.

Week 11: Budgeting

Tuesday, October 22

*****Memo Assignment 2 Distributed*****

Budgeting Lecture and Discussion I: The Basics of American Budgeting

Reading Assignment(s) for this Day:

- Kettl Chapter 11: Budgeting

Thursday, October 24

Budgeting Lecture and Discussion II: More on Taxing and Spending

Reading Assignment(s) for this Day:

- Gosling, J. J. (2009). Chapter 9: Taxing and Spending. In *Budgetary Politics in American Governments* (5 edition). (pp. 93-116). New York: Routledge.

Week 12: Collaboration, and Nonprofit Partners

Tuesday, October 29

Collaboration Lecture and Discussion

Reading Assignment(s) for this Day:

- Ansell, C., & Gash, A. (2008). Collaborative Governance in Theory and Practice. *JPART*, 18(4), 543-571.
- Kettl, D. F. (2006). Managing boundaries in American administration: The collaboration imperative. *Public Administration Review*, 66(s1), 10-19.

Thursday, October 31

*****Memo Assignment 2 Due Before Class*****

Memo Assignment 2 Overview

Nonprofits Lecture and Discussion

Reading Assignment(s) for this Day:

- Carman, J. G., & Nesbit, R. (2013). Founding new nonprofit organizations: syndrome or symptom?. *Nonprofit and Voluntary Sector Quarterly*, 42(3), 603-621.

Week 13: Implementation and Performance

Tuesday, November 5

Implementation Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 12: Implementation

Thursday, November 7

Performance Measurement Lecture and Discussion

Reading Assignment(s) for this Day:

- Behn, R. D. (2003). Why measure performance? Different purposes require different measures. *Public Administration Review*, 63(5), 586-606.

Week 14: Administrative Law

Tuesday, November 12

*****Memo 3 Assignment Distributed*****

Administrative Law Lecture and Discussion: General Issues in Administrative Law

Reading Assignment(s) for this Day:

- Kettl Chapter 13: Regulation and the Courts

Thursday, November 14

Administrative Law Lecture and Discussion: The Rulemaking Process

Reading Assignment(s) for this Day:

- Azar v. Allina Health Services. (2018). Oyez. Retrieved from <https://www.oyez.org/cases/2018/17-1484>
 - (Read The Facts of the Case, Gorsuch's Opinion, and Breyer's Dissent [left hand side])

Week 15: Public Employee Labor Unions

Tuesday, November 19

Reading Assignment(s) for this Day:

- Revisit Kettl Chapter 8: The Civil Service- Unionization and Collective Bargaining (pp 216-219)

Thursday, November 21

*****Memo 3 Assignment Due Before Class*****

Memo Assignment 3 Overview

Janus v. AFSCME Supreme Court Case Lecture and Discussion

Reading Assignment(s) for this Day:

- Janus v. American Federation of State, County, and Municipal Employees, Council 31. (2017). Oyez. Retrieved August 8, 2019, from <https://www.oyez.org/cases/2017/16-1466>
 - (Read The Facts of the Case, Alito's Opinion, and Kagan's Dissent [left hand side])

Week 16: Further Issues and The Future of Public Administration

Tuesday, November 26

Further Issues and the Future of Public Administration Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 14: Administrative Accountability, Effectiveness, and Politics

THANKSGIVING [NO CLASS]

Thursday, November 28

[No Class]

Week 17: Comprehensive Review

Tuesday, December 3

[No Readings]

FINAL EXAM

Thursday, December 12

Time: 12:00 to 3:00PM

This syllabus is a general plan for the course. It can be changed or updated should the need arise. The instructor will announce any necessary changes to the class.