

Introduction to Public Administration

Spring 2020 - 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: Monday, Wednesday, and Friday 2:30 PM to
3:20 PM
Location: Baldwin 101D
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:

Class Participation

Some class periods will be dedicated to a guided discussion or group activity based on some assigned case reading. For these class periods, you will be expected to come to class ready to respond to (and ask) questions about the material. These discussions and group activities will be

related to relevant issues in public administration and may require you to analyze a situation or come to some solution to some problem.

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.

Each memo is to be both substantive and 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 limit (+/- 50 words) for each memo is 600 words. Your memos must be single-spaced.** Their due dates are below:

Memo 1 (Sent January 27 | Due February 5)

Memo 2 (Sent March 16 | Due March 25)

Memo 3 (Sent April 13 | Due April 22)

Midterm (February 28)

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 (May 6; 3:30 to 6:30PM)

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 + Public Administration and the Constitution

Wednesday, January 8

Greetings

Syllabus Overview

What is Public Administration?

Friday, January 10

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.

Week 2: Contemporary Public Administration: Accountability, Role and Action at a Bird's Eye View

Monday, January 13

Accountability Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 1: Accountability

Wednesday, January 15

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.

Friday, January 17

Contemporary Public Administration Overview Lecture and Discussion 2

Reading Assignment(s) for this Day:

- Kettl Chapter 3: What is Public Administration?

Week 3: Organizational Theory

Monday, January 20

MLK Day—Class Will Not Meet

Wednesday, January 22

Org Theory Introduction Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl, Chapter 4, Organization Theory

Friday, January 24

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 4: The Executive Branch

Monday, January 27

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

Executive Branch Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 5, The Executive Branch

Wednesday, January 29

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>
- Svara, 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>

Friday, January 31

Executive Branch Accountability Case

Week 5: Organizational Management

Monday, February 3

Organizational Problems Lecture and Discussion:

Reading Assignment(s) for this Day:

- Kettl Chapter 6, Organization Problems

Wednesday, February 5

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

Memo Assignment 1 Overview

Friday, February 7

Organizational Management Case

Week 6: Administrative Reform

Monday, February 10

Administrative Reform Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 7: Administrative Reform

Wednesday, February 12

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>

Friday, February 14

Administrative Reform Case

Week 7: The Civil Service

Monday, February 17

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.”

Wednesday, February 19

Today’s Civil Service Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 8: The Civil Service

Friday, February 21

Civil Service Case

Week 8: Human Capital and Personnel

Monday, February 24

Human Capital Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 9: Human Capital

Wednesday, February 26

Class Will Not Meet. Professor Will Be Out—Alternative Assignment (Midterm Evaluation)

Friday, February 28

MIDTERM EXAMINATION

Week 9: Decision Making

Monday, March 2

Decision Making Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 10: Decision Making

Wednesday, March 4

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.

Friday, March 6

Decision Making Case

SPRING BREAK

March 9-13: Classes Will Not Meet

Week 10: Budgeting

Monday, March 16

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

Budgeting Lecture and Discussion I: The Basics of American Budgeting

Reading Assignment(s) for this Day:

- Kettl Chapter 11: Budgeting

Wednesday, March 18

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.

Friday, March 20

Public Finance Case

Week 11: Collaboration, and Nonprofit Partners

Monday, March 23

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.

Wednesday, March 25

*****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.

Friday, March 27

Nonprofits Case

Week 12: Implementation and Performance

Monday, March 30

Implementation Lecture and Discussion

Reading Assignment(s) for this Day:

- Kettl Chapter 12: Implementation

Wednesday, April 1

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.

Friday, April 3

Implementation and Performance Case

Week 13: Administrative Law

Monday, April 6

Administrative Law Lecture and Discussion: General Issues in Administrative Law

Reading Assignment(s) for this Day:

- Kettl Chapter 13: Regulation and the Courts

Wednesday, April 8

Administrative Law Lecture and Discussion: The Rulemaking Process

Reading Assignment(s) for this Day:

- Kerwin, C. M., & Furlong, S. R. (2011). Rulemaking: How government agencies write law and make policy. Washington, D.C: CQ Press. Chapter 2: The Process of Rulemaking

Friday, April 10

Administrative Law Case

Week 14: Public Employee Labor Unions

Monday, April 13

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

Reading Assignment(s) for this Day:

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

Wednesday, April 15

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])

Friday, April 17

Public Sector Labor Unions Case

Week 15: Further Issues and The Future of Public Administration

Monday, April 20

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

Wednesday, April 22

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

Memo Assignment 3 Overview

Further Issues and the Future of Public Administration Lecture and Discussion

Reading Assignment(s) for this Day:

- Durant, R. F. (2014). *Why public service matters: Public managers, public policy, and democracy*. Chapter 10: Revitalizing a Sense of Common Purpose

Friday, April 24

Comprehensive Review 1

Week 16: Final Sessions

Monday, April 27

Comprehensive Review 2

Wednesday, May 6

FINAL EXAM

Time: 3:30 - 6:30 pm

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.