

INTRODUCTION TO PUBLIC ADMINISTRATION

PADP 3000 ♦ Fall 2020 ♦ T-Th 12:45-2:00PM EST ♦ Sanford Hall 213

Instructor:

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Email:

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Allow 24-hour response time

Office Hours:

After class in Baldwin 411

Zoom meeting by request

Course Website:

e-Learning Commons (eLC)

Course Description and Goals:

The United States legislative, executive, and judicial branches of government form a separation of powers that is decidedly political. But there is more to government than politics: putting out fires, testing clean air, proctoring driver's licenses, distributing mail, investigating crime, assessing health and disability claims, etc. – these tasks make up a functional bureaucratic state that administers goods and services to the American people, or public administration (PA).

This course looks at the major issues of administration and public agencies such as personnel, finance, administrative law, and the growth and significance of governmental bureaucracy. Special emphasis is placed on identifying, analyzing, and working through real-world solutions to problems. 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 organizational, behavioral, management, and policy terms inherent in public administration.
- 4) Apply abstract principles to real-world scenarios through digest of academic readings, discussion, and group 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.

Course Readings:

There is no textbook for the course. Readings are available via the class eLC class content page or online via URL links listed in the syllabus course schedule that follows.

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/>

Course Structure:

Classes begin on August 20 and in-person instruction will conclude at Thanksgiving Break after which all remaining class sessions migrate online. UGA will remain open after Thanksgiving break to provide regular campus operations and student life services until Fall semester ends.

PADP 3000 is scheduled in a large lecture hall that accommodates all 45 students in-person while maintaining social distancing. However, in order to provide the opportunity for equitable learning that accommodates University policy and student requests (some students prefer to meet in person while others do not or cannot), the course will also be broadcast live via Zoom feed.

The following summarizes this synchronous hybridized structure:

- **Face-to-face.** the entire class is eligible to meet in-person with the Instructor for every class session until after Thanksgiving break. This is strongly encouraged.
- **Live Broadcast.** those who opt out of F2F instruction may access a live Zoom feed via: <https://uga.zoom.us/j/99267066585?pwd=N1RsU3VTMnVDbWFxY2N1eEFSRkdqZz09>
- **Fully Remote.** all students and the Instructor will participate in class sessions via Zoom after Thanksgiving break.

Academic Integrity:

Academic integrity is a core value of institutions of higher learning. Regardless of the mode of instruction, you have agreed to the 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. Lack of knowledge of the academic honesty policy is not a reasonable explanation for a violation.

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 further understanding of the material. NOTE: this course syllabus is a general plan for the course; deviations announced to the class by the Instructor may be necessary.

Classroom Integrity & Technology:

This class is run like a professional bureaucratic unit with students taking on the role of trainees. Your Instructor acts as your public manager: guiding your progress, answering questions, and holding you to high standards. You are expected to complete all assigned readings and be ready to go by the start of class (T-Th @ 12:45PM) as a courtesy to others, their time, and contributions. Trainees who are disruptive, ill-prepared, or disparaging will be singled out by the Instructor to account for this behavior as they would in any professional working environment.

The Instructor will do his best to begin the Zoom broadcast a few minutes early. Headphones are strongly recommended since live audio quality is affected by Instructor mask use. Like any in-person student, online students should raise their hand via Zoom function in order to be called upon. To minimize distraction, please silence ALL phones and keep them off the space in front of you; the Instructor will keep his on in case of emergency. Laptops are to be used for classroom learning only (e.g. Zoom, eLC, readings, or notetaking).

Health & Safety Rules:

Everyone has a critical role to play as we work together to protect the health and safety of every member of Bulldog Nation during the coronavirus pandemic.

- **Mandatory face coverings.** Like other buildings on campus, in Sanford Hall face coverings in public spaces and classrooms are mandatory for *all*. Wearing a face covering is in addition to and not a substitute for social distancing. Anyone not using a face covering will be asked to wear one or must leave the area or classroom.
- **Keep six feet apart.** In all public spaces in Sanford Hall (stairwells, halls, bathrooms, and the classroom), maintain six feet between you and others. Follow any signs and keep right where possible to maintain social distance.
- **Seating & signage.** Classroom seating is marked with designated seats to allow for social distancing. Do not remove signage or re-arrange furniture in any classroom or public space even if it appears that furniture is not being used.
- **Don't congregate.** If you want to chat with someone, take it outside or online. You should enter and exit Sanford without delay, staying outside before your class begins and leaving promptly once class is finished.
- **Cleanliness.** Sanitation wipe buckets and stands should be found in close proximity to classrooms. Prior to class, take a wipe from the station and wipe down all high-touch surfaces associated with your seat.
- **Wash your hands.** You can help slow the spread of COVID-19 by frequently washing your hands. Bathrooms will be cleaned frequently; when bathrooms are closed for cleaning, use those on other floors or in other buildings. Please be conscious of the density of traffic in bathrooms and practice social distancing.
- **Check your email.** All students must diligently check email so as not to miss important University health information. It is advised to also check the UGA COVID-19 website (<https://coronavirus.uga.edu>) for updates, resources, and other student and parent links.
- **Your health responsibility.** You are required to self-monitor for COVID-19. UGA is using DawgCheck to remind you to check for symptoms daily, self-report, and avoid campus in the event you display positive symptoms. If you report symptoms, UGA follows a confidential process for securely notifying health officials to begin contact tracing and provide support. If you have an underlying medical condition or believe you are at a high risk of COVID-19, you may request accommodation through the Disability Resource Center at drc@uga.edu or 706-542-8719. See also: https://drc.uga.edu/content_page/student-accommodation-guidelines

Mental Health and Wellness Resources:

These are trying times to be sure. We are all in this together.

- **If You Need Help.** If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach in the Division of Student Affairs at 706-542-7774 or visit <http://sco.uga.edu> They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.

- **Professional Resources.** UGA has several resources for a student seeking mental health services (<https://www.uhs.uga.edu/bewelluga/bewelluga>) or crisis support (<https://www.uhs.uga.edu/info/emergencies>).
- **Wellness Options.** If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://www.uhs.uga.edu/bewelluga/bewelluga>) for a list of FREE workshops, classes, mentoring, and health coaching led by licensed clinicians and health educators in the University Health Center.
- **Other Resources.** Additional resources can be accessed through the UGA App.

Course Grading Overview:

This course follows the UGA grading policy (<https://reg.uga.edu/students/grades/>). Points are accrued and converted to a final letter grade as follows:

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		

NOTE: final letter grades will be accessible on ATHENA only and cannot be communicated by email under any circumstance.

Seventy percent (70%) of your grade is based on three exams: the first worth 25 points, the second worth 20, and a cumulative final worth 25 points. A written memo assignment in three parts comprises the other 30%: your memo's outline worth 5 points, first draft worth 10, and final draft worth 15. Bonus points are built into exams and the final memo.

Item (Date Completed)	Points
Exam #1 (Tuesday, Oct 6)	25
Memo Outline (Fri, Oct 16)	5
Memo First Draft (Fri, Nov 6)	10
Memo Final Draft (Tues, Nov 24)	15
Exam #2 (Tuesday, Nov 17)	20
Exam #3 (Thursday, Dec 17)	25

Course Exams:

This course has three exams which will be administered via eLC. Students are expected to log into eLC and complete the exams prior to the close of normal class time.

- **Exams 1-2:** are multiple choice. All students are eligible to take these exams in-person as long as they bring their computers to class to do so. In this way the Instructor can answer individual questions should they arise. Zoom on these days will be waiting room style only, with any Zoom student's exam question answered one at a time.
- **Exam 3:** is a cumulative final. Since all instruction after Thanksgiving is fully remote, the Instructor will only be available for questions via Zoom waiting room. Please note that the final exam adheres to a different schedule: DECEMBER 17 (12:00-3:00PM).

Trainees who do well on exams go beyond mere memorization to consider how terms interact with one another and play out in the real world. A missed exam(s) can only be made up in extreme circumstances (e.g. documented 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 intended missed exam.*

Memo Assignment:

A memo is a direct, technical form of writing new to most trainees. It is *not* a research paper, narrative, or expository piece. The goal is to quickly convince the reader to pursue a course of action, and to do that well requires strategic planning, a logical progression from problem to solution on the page, and concise words without repetition.

Your memo will consist of two single-spaced written pages that identify and analyze a problem from the Harvard case (page 1) and presents three options and a final recommendation to solve it (page 2). The appendix (page 3) is where you get creative and design a tool/plan for the reader to use to implement your final recommendation.

The memo is delivered in three stages: an outline, first draft, and final draft. Details of how to write a memo and the deliverables will be explained further across various **MEMO TUTORIAL** class days spread across the semester and in memo documentation found on eLC. It is critical that students plan to attend these class sessions to build memo-writing expertise.

Like any bureaucratic job where you sign your name to something, your memo will be prone to scrutiny. You will receive considerable feedback, particularly upon completion of the first draft. Students in the past have reported introspection and even emotion battling their strengths and weaknesses with the assignment. **DISCLAIMER:** the memo is only as difficult as you make it. If you commit to it wholeheartedly, the rewards are great: you will learn how to write a great memo, but you will also learn a lot about yourself in the process.

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. **NOTE:** saving from Google Docs to Word routinely messes up spacing and margins; please double check that your submission conforms appropriately. A lack of planning on the part of the trainee prior to submission does not constitute an emergency for the Instructor. Grade reductions for late work begin immediately totaling 50% per day.

Week 1: Intro to Public Administration

Thursday, Aug 20

- (1) Syllabus
- (2) Memo Overview
- (4) What is Public Administration?
+ Various. (1787). *U.S. Constitution*: Article I § 8; Article II § 2; Article III § 2.
BUREAUCRATIC DIAGRAM

Week 2: History, Theory, and Values

Tuesday, Aug 25

- (1) PA as Emerging Field
+ Wilson, W. (1887). The study of administration. *Political science quarterly*, 2(2), 197-222.
(Notes are added to assist with the reading)
- (2) PA as a Science (or is it?)
+ Dahl, R. (1947). The science of public admin: Three problems. *Admin Review*, 7(1), 1-11.

Thursday, Aug 27

- (1) PA as Dualism: Responsibility v 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.
- (2) PA as Pluralism: Minnowbrook
- (3) 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)**
RESPONSIBILITY & ACCOUNTABILITY CHART

Week 3: Budget and Finance

Tuesday, Sept 1

- (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, Sept 3

- (1) Budget in Practice
- (2) Government Shutdown
+ <https://www.whitehouse.gov/wp-content/uploads/2017/11/m-18-05-REVISED.pdf>
- (3) Assessing Budget Examples
MAKING A BUDGET ACTIVITY

Week 4: Organizational and Leadership Theory

Tuesday, Sept 8

- (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, Sept 10

- (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: Administrative Law

Tuesday, Sept 15

- (1) Rulemaking and Notice & Comment
 - + Admin Procedure Act. (1946). §551-553. **(Focus on yellow highlights p.1-2 and p.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) Red Tape, Ambiguity, and Externality Challenges
 - (4) Rulemaking Exceptions
- HOUSE OF LAW DIAGRAM

Thursday, Sept 17

- (1) Rulemaking Exceptions Review
 - (2) 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
 - (3) Administrative Law Case Brief
 - + “Does Woodrow Have a Case?”
- ADMINISTRATIVE LAW DECISION TREE

Week 6: Influence, Discretion, and Power

Tuesday, Sept 22

- (1) Legislative and Executive Branch Influence
- (2) Neutral Competence
- (3) 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)

MEMO PROMPT READING SHOULD BE IN PROGRESS

Thursday, Sept 24

- (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, Sept 29 – **MEMO TUTORIAL #1: PLANNING**

- (1) Knowledge and Learning
- (2) (Bounded) Rational, Incremental, Choice
- (3) Considering Feasibility, Policy Spaces, and Issue Areas
- (4) SWOT Analysis
 - + Link: <https://forbesbooks.com/wp-content/uploads/2019/04/bigstock-Business-Concepts-Swot-Analys-248893528-480x480.jpg>

BUILDING A LOGIC MODEL

Thursday, Oct 1 – **MEMO TUTORIAL #2: OVERVIEW & THE PROBLEM**

- (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) Memo Big Picture v. Memo Little Picture
- (3) Mapping the Problem ← → Solution Connection Forward and Backward
 - + Writing Statute (p.1-3)

Week 8a: Exam #1

Tuesday, Oct 6 –

EXAMINATION #1

Weeks 8b-9: Organizational Behavior

Thursday, Oct 8 – **MEMO TUTORIAL #3: HOW TO ANALYZE**

- (1) The 5 C's: Criteria, Coordination, Conflict, Control, and...
+ 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) Writing Your Memo Analysis
+ Memo Writing Statute (p.2)

Tuesday, Oct 13

- (1) Public Service Motivation
- (2) 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**)
- (3) Personality, Stressors, and Burnout
- (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**)

Thursday, Oct 15 – **MEMO TUTORIAL #4: THE SOLUTION AND OUTLINING FOR SUCCESS**

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

Friday, Oct 16

MEMO OUTLINE DUE before 7:00PM on eLC

Week 10: Public Personnel

Tuesday, Oct 20

- (1) Bureaucratic Jobs
+ <https://www.opm.gov/policy-data-oversight/classification-qualifications/classifying-general-schedule-positions/#url=Standards>
- (2) Union Activity
+ <https://finance.yahoo.com/news/u-supreme-court-rules-against-141404132.html>
- (3) Political Activity
+ Hatch, C. (1939; 2012). *Hatch Act: An Act to Prevent Pernicious Political Activities*.

FINDING A JOB OR INTERNSHIP

Thursday, Oct 22

- (1) Diversity and Representative Bureaucracy
- (2) Human Capital and Workforce Trends
+ <https://www.opm.gov/policy-data-oversight/human-capital-management/federal-workforce-priorities-report/#url=Key-Findings> (**Focus on "Major Trend Shaping the Workforce" and Click on "View More" buttons**)

IMPROVING THE WORKFORCE ACTIVITY

Week 11a: Bureaucratic Tools of the Trade (WHAT)

Tuesday, Oct 27

- (1) Direct Tools: Goods, Services, Entitlements
 - (2) Indirect Tools: Grants, Vouchers, and...
 - (3) Contracts: Privatization and Procurement
 - (4) The Hollow State
- PRINCIPAL-AGENT ASYMMETRY DIAGRAM

Week 11b: Bureaucratic Tools of the Trade (HOW)

Thursday, Oct 29 – MEMO TUTORIAL #5: THE MEMO APPENDIX TOOL

- (1) Contracts: Bidding and Constructing
 - + 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.
(Define public values, institutions, & service markets; Identify 9 typical contract features)
 - (2) Introduction to the Memo Appendix HOW
 - + Memo Writing Statute (p.1 and 4)
- INFRASTRUCTURE CONTRACT ACTIVITY

Week 12: Policy Implementation and Risk

Tuesday, Nov 3

- (1) Policy, Setting, Duration, and Modification
- (2) Pooled, Sequential, and Reciprocal Interdependence
- (3) Top-Down v. Bottom-Up
 - + 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, Nov 5 – MEMO TUTORIAL #6: PUTTING IT ALL TOGETHER

- (1) Ambiguity Revisited
 - + 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
- (3) Distinguishing between the WHAT and HOW
 - + Memo Writing Statute (p.1-4)
 - + Memo Completion Strategy

Friday, Nov 6

MEMO FIRST DRAFT DUE before 7:00PM on eLC

Week 13: Public Management Reform and Performance

Tuesday, Nov 10

- (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, Nov 12 – MEMO TUTORIAL #7: ASSESSING MEMO PERFORMANCE

- (1) Task and Context
- (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

Week 14a: Networking and Collaborative Partners

Tuesday, Nov 17

- (1) Networking: Purpose and Challenges
 - (2) Non-Profit Partners and Volunteers
 - (3) The Collaborative Process
 - + Ansell, C., & Gash, A. (2008). Collaborative Governance in Theory and Practice. *JPART*, 18(4), 543-571. **(Focus on FIGURE 1)**
 - (4) Tensions of Mission, Resources, Capacity, Responsibility, Accountability
- OPERATING AT THE BOUNDARY ACTIVITY

Week 14b: Exam #2

Tuesday, Nov 19 –

EXAMINATION #2

Week 15: Citizen Interaction and Expectation

Tuesday, Nov 24

- (1) Responsiveness – Speed v Accuracy
- (2) Administrative Burden
- (3) Co-Production and Trust Building
- (4) Transparency

MEMO FINAL DRAFT (with cover sheet) DUE before 7:00PM on eLC

Thursday, Nov 26

NO CLASS – THANKSGIVING BREAK

Week 16: Guest Panelist and Ethics

Tuesday, Dec 1 – **FULLY REMOTE CLASS SESSION**

“Inside the Public Administrator’s Studio”

Guest Panelist: TBA

Thursday, Dec 3 – **FULLY REMOTE CLASS SESSION**

- (1) Ethical Behavior
 - (2) Bureaucratic v Democratic Ethos
- TRAINEE GRADUATION
COURSE EVALUATIONS

Week 17: No Class

Tuesday, Dec 8

Friday Classes Meet – NO CLASS

Thursday, Dec 10

Reading Day – NO CLASS

Week 18: Exam #3 (Final)

Tuesday, Dec 15

Finals Week Schedule – NO CLASS

Thursday, Dec 17 – **FULLY REMOTE CLASS SESSION**

!!~~~ CUMULATIVE FINAL EXAM at special time 12:00-3:00PM ~~~!!