

FOUNDATIONS OF PUBLIC ADMINISTRATION

RPAD 500
FALL 2017
SYLLABUS

ROCKEFELLER COLLEGE OF PUBLIC AFFAIRS AND POLICY
DEPARTMENT OF PUBLIC ADMINISTRATION AND POLICY

Instructor: Professor Stephen B. Holt

Meeting schedule: Monday, August 28th through Monday, December 11th

Class information: Mondays - 1:40 PM to 5:20 PM

Office hours: Wednesdays or Fridays 1:00 PM to 2:00 PM; by appointment

Office location: Downtown campus, Milne Hall 312

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Phone:

1 Course description

This course is designed to provide students an introduction to the field of public administration, including its practice, themes and values, and contemporary challenges. Public administration is government in action, as broadly defined by Woodrow Wilson in 1887. Public administration includes activities taken directly by government, or indirectly by its partners, to meet the democratically expressed needs of the public. These activities include policy design, implementation, evaluation of outcomes, and re-design or re-direction.

By the end of this course, students should be able to 1) critically analyze administrative problems and evaluate potential solutions; 2) consider questions of accountability and responsiveness in administrative action; and 3) analyze the potential challenges in implementing public programs through both public and private organizations. Students should leave class with a deep understanding of both the technical challenges and competing values present in implementing and managing public programs.

2 Required Text

Recognizing Public Value by Mark H. Moore

Additional readings will be made available on Blackboard, which can be accessed through MyUAlbany.

2.1 Recommended texts

For a good overview of American Government:

Coleman, J.J., Goldstein, K.M., and Howell, W.G. (2012). *Understanding American Politics and Government*. Pearson.

For a good overview of New York state government:

Ward, R.B. (2006). *New York State Government*. (2nd edition). Albany, NY: Rockefeller Institute Press.

3 Assignments

3.1 Overview

The following assignments will form the basis of your grade in this course:

- Three short essays (75% of final grade)
- Weekly Commentaries and News Briefs (15% of final grade)
- Participation (10% of final grade)

3.2 Three Short Essays

To assess your understanding of the course material and your ability to apply concepts to real life cases of government action, students will write three essays during the semester. The essays will require students to conduct independent research and analysis. Additional details about the exact questions and formatting will be distributed separately. Together, the essays constitute 75% of the student's grade for the course. The essays will be graded using the rubric outlined in the Appendix. Each essay will be weighted equally, and the average grade across all three essays will determine your grade for the essay portion of your final grade. For instance, if your average grade across all three essays is an 89, you will receive an 89 for the essay portion of your final grade.

Pre-writing tasks. To improve the quality of the essays, you may submit for feedback a one page summary of the major arguments of your essay one week before each essay is due. ***I will not accept late submissions of summaries.*** I will return summaries with feedback 2 to 3 days after submission.

Formatting. Length requirements will be included in the assignment details when they are distributed. Papers must be double-spaced, use 12 point Times New Roman font, have numbered pages, use APA citation formatting for in-text citations and reference pages, pages stapled together, and should not have any plastic cover or folder. References do not count toward the length of the essay. Tables and figures should be included at the end of the paper in a separate section, and do not count toward the length of the essay.

Acceptable sources. Generally, your research should use primary sources more than secondary sources. Primary sources include, but are not limited to: government reports, legislative hearings and testimonies, court decisions, and government auditor reports. Secondary sources are summaries and interpretations of primary sources. Secondary sources include, but are not limited to, articles from major newspapers and news magazines, network and cable news programs, and academic research. Blogs and Wikipedia are not acceptable sources.

Be an intelligent consumer of information by evaluating secondary sources for potential political bias. If it is well known that a particular source is liberal or conservative, you must compensate for this in the paper. Acknowledge its bias and balance the information with something from a source on the other side of the political spectrum. Here are some places to start with your research, but feel free to consult other sources:

- Congressional testimony (available through Lexis/Nexis via the library) and reports completed by Congressional committee staff
- Agency Inspector General reports
- Congressional Research Service reports (opencrs.com and scattered elsewhere around the internet)
- U.S. Government Accountability Office reports (www.gao.gov)
- Academic research published in public administration, political science, economics, or policy journals such as: *Public Administration Review*, *Journal of Public Administration Research and Theory*, *American Review of Public Administration*, *Administration and Society*, *Journal of Public Policy Analysis and Management*, *American Political Science Review*, *American Journal of Political Science*, and *Journal of Politics*, *American Economic Review*, *Journal of Labor Economics*, *Policy Studies Journal*, etc.

Submission of papers. Each final essay is due at the beginning of class on the designated date. Electronic versions of the paper are to be submitted via the SafeAssign link in Blackboard before class. It is the student's responsibility to ensure the electronic file is readable and not corrupted. Please note: once you hit the submit button in SafeAssign, you cannot go back and submit a different version.

Late assignments. An assignment is considered late if the paper copy is not submitted at the beginning of class, if the electronic file is not submitted before class, and/or if the electronic file is not readable. Assignments (electronic or hard copy) submitted 10 minutes after the beginning of class will be considered late and will be automatically reduced by 10%. Papers submitted one day after the due date will be automatically reduced by 20%; essays submitted two days after the assigned date will be reduced by 30%, etc. Exceptions will be made for extreme health and family emergencies. It is better to submit essays early rather than late, so please plan ahead if you know you will be missing a class session in which an essay is due.

3.3 Weekly Commentaries and News Briefs

Commentaries. You are required to submit weekly commentaries that relate to assigned readings for 10 of the last 13 classes. No more than 10 commentaries will be accepted. You can choose which 10 you complete, but you must complete 10. The commentaries must be turned in 24 hours before the class they are due. In our case, that will be by 1:40 PM on the Sunday before class. **Late commentaries will NOT be accepted, with the exception of extreme medical or family emergencies.** The commentaries must address two points

you found challenging, interesting, or would like to counter from the readings for the week. **These should engage with the ideas in the readings analytically and should NOT simply summarize the readings. You will only get partial credit for summaries of the readings.** Commentaries will be graded on a 10 point scale. NOTE: This means there are 100 possible points for commentaries, and this 100 points counts for 15% of your overall grade.

News briefs. In pairs, you will be required to write and present one news brief. The news brief will be a summary of a story currently in the news that relates to the readings for the week. During the first class, you will be paired off and will sign-up for topics and dates. All news stories must be submitted to me the week before the brief is due for final approval. You will write a 1-2 page memo summarizing the news story, relating it to the readings, and providing 2 to 3 insightful comments. In addition, you will prepare a 10 minute presentation, with slides, to present the story to the class, relate it to the readings for the week, and open the discussion with 2-4 open-ended questions that prompt debate/discussion relating the readings to the news story. The slides and memo of the news brief will be due 24 hours before class. News briefs will be worth 20 points, and the 20 points will be awarded according to how clearly you: 1) summarize the story, 2) connect it to the readings, 3) raise relevant questions for discussion, and 4) deliver a polished presentation.

3.4 Participation

A big part of learning comes from class discussion and participation in class activities. You can do neither if you do not attend class. Attendance will be tracked and points will be subtracted for absences not cleared with me ahead of time. In addition to attendance, sustained and regular contributions to class discussion will be factored in to the class participation grade for the semester. Note that while participation only affects 10% of your final grade, it can mean a difference of a full letter in the grade you receive. In education, as with most things in life, what you get out of an act is a function of what you put into that act. Consider this my small way of nudging you towards getting all you can out of this class.

4 Class policies

- Public administration is a professional field; therefore, I emphasize professional skills in the classroom and assignments. Professional skills are punctuality, adhering to deadlines, and preparedness. All writing for the course should be carefully edited and proofread for quality and clarity. When presenting to the class, communicate audibly and clearly and respond to any questions and comments with respect. When watching a presentation, be respectful and attentive and contribute thoughtfully to the discussion (remember, you will all be up there at some point in the semester too!).
- After the first week, readings for each week should be completed by the Monday of that week (that is, BEFORE CLASS!). While much of the class reading comes from the text, I will cover other material in my lectures. **You will be responsible for knowing this material too!**

- **Laptops and other electronic devices are not to be used during class time!**
- Attend class! Again, class participation is 10% of your grade, and you can't participate if you're not in class. If you DO need to miss class (emergencies, sickness, etc.), please contact me as soon as possible and let me know. It will be your responsibility to notify me and to get any notes/materials from other students.
- Cell phones: we all have them, and they can be quite distracting. I ask that you please be courteous and silence your cell phone and leave it out of sight (in a pocket/purse/bag) during class.
- Feel free to eat and drink in class. I only ask that you do so quietly and in a manner that does not disrupt class.
- All assignments and readings will be posted to the class Blackboard. I will email any announcements or updates to the class and also post them in the Blackboard. Report any trouble accessing anything on the Drive as soon as you encounter the problem.
- I have a strict open door policy. If there is anything about the course, the assignments, the grading, the material, class, or anything related to public administration broadly that you would like to discuss, do not hesitate to visit me during office hours or email me. I can respond via email, schedule a phone call, or schedule a separate meeting. I am here to help, so please do not hesitate to reach out to me. (But please be respectful of my time!)
- **Have fun!** Public administration is a broad topic that explores big, important questions that affect everyone. Discussing these topics should be as fun and interesting as it is challenging.
- Table 1 below lays out the grading scale that will be used in assigning final course grades. **Note: the percent refers to the percent of available weighted points earned. Each assignment is weighted by the proportion of the final grade made up by the assignment itself, as described in Section 3.1.**
- Students with special physical and/or learning needs will be accommodated. Please notify the Disabilities Office and me as soon as possible so that reasonable accommodations can be made.
- See Appendix for a description of how this course seeks to prepare you to develop the competencies identified by the National Association of Schools of Public Affairs and Administration (NASPAA) as critical for successful careers in public service.

Table 1: Grade scale used for calculating class grades

Percent	Grade	Points
93-100	A	4.0
90-92	A-	3.7
87-89	B+	3.3
83-86	B	3.0
80-82	B-	2.7
77-79	C+	2.3
73-76	C	2.0
70-72	C-	1.7
67-69	D+	1.3
63-66	D	1.0
60-62	D-	0.7
<60	F	0.0

4.1 Academic integrity

Academic honesty is something your professor takes very seriously. Cheating in any form will not be tolerated. Students are required to be familiar with the university's academic honesty policies; ignorance is not an excuse for dishonest behavior. In all cases of cheating, a Violation of Academic Integrity Report will be submitted to the Dean of Graduate Studies to be placed in your university file, with copies provided to you, the department head, and the Dean of Rockefeller College. Additional penalties may include some combination of the following: revision and re-submission of the assignment, reduction of the grade or failure of the assignment, reduction of the course grade or failure of the course, filing of a case with the Office of Conflict Resolution and Civic Responsibility, suspension, or expulsion. For a more detailed description of the university's academic honesty policies, go to: http://www.albany.edu/undergraduate_bulletin/regulations.html.

5 Class schedule

5.1 Overview of weeks

MONDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
Aug 28th Intro to Course	1 31st	Sep 1st No class	2nd	3rd
4th Labor day, no class	2 7th	8th	9th	10th

MONDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
11th 3 Foundations of Public Administration	14th	15th	16th	17th
18th 4 Accountability	21st	22nd	23rd	24th
25th 5 Strategic Management	28th	29th	30th	Oct 1st
2nd 6 Decision- making and Public Participation	5th	6th	7th	8th
9th 7 Decision- making in a Political Environment; Essay 1 due	12th	13th	14th	15th
16th 8 Equity and Fairness	19th	20th	21st	22nd
23rd 9 Direct government: Street-level Bureaucrats	26th	27th	28th	29th
30th 10 Direct government: Managing and motivating public employees; Essay 2 due	Nov 2nd	3rd	4th	5th
6th 11 Government by Proxy: Contracting	9th	10th	11th	12th

MONDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
13th 12 Government by Proxy: Managing Networks	16th	17th	18th	19th
20th 13 Government by Proxy: Accountability in Networks	23rd Thanksgiving break, no class	24th Thanksgiving break, no class	25th	26th
27th 14 Government by Proxy: Guest Speaker	30th	Dec 1st	2nd	3rd
4th 15 Working Across Governments	7th	8th	9th	10th
11th 16 Last class Wrap-up and Final Case	14th No class; Essay 3 due	15th	16th	17th

5.2 Detailed schedule of weeks

Week 1: Introduction to Public Administration

Week 2: Labor day!

Week 3: Foundations of Public Administration

- Wilson, W. (1887). The Study of Administration. *Political Science Quarterly*, 2(2).
- Weber, M. (1947). Bureaucracy. In J. Shafritz & A. Hyde (Eds.), *Classics of public administration* (6th ed.) (pp. 43-49). Boston, MA: Thomas Wordsworth.
- Kaufman, H. (1956). Emerging conflicts in the doctrines of public administration. *American Political Science Review*, 50(4), read only pages 1057-1067.
- Rourke, F. (1987). Bureaucracy in the American constitutional order. *Political Science Quarterly*, 102(2), 217-232.

Recommended:

- Kettl, D. (2002). Administrative traditions. In *The transformation of governance: Public administration for 21st century America* (pp. 26-49). Baltimore, MD: Johns Hopkins University Press.

Week 4: Accountability

- Friedrich, C. (1940). Public policy and the nature of administrative responsibility. *Public Policy*, 1(1), 3-24.
- Finer, F. (1941). Administrative responsibility in democratic government. *Public Administration Review*, 1(4), 335-350.
- Romzek, B. S. & Dubnick, M. J. (1987). Accountability in the public sector: Lessons from the challenger tragedy. *Public Administration Review*, 47(3), 227-238.
- Eisenhardt, K. (1989). Agency theory: An assessment and review. *Academy of Management Review*, 14(1), read only pages 57-65.

Week 5: Strategic Management

- Moore: Chapter 1, Chapter 2 but **read only pp. 72-84 and pp. 93-131**
- Case: Managing Cutbacks at the Department of Social and Health Services

Week 6: Decision-making and Public Participation

- Moore: Chapter 5
- Eden, C. & Ackermann, F. (1998). Stakeholder Analysis and Management. In *Making Strategy: The Journey of Strategic Management*, pgs 113-135. Thousand Oaks, CA: Sage.
- Fung, A. (2003). Recipes for Public Spheres: Eight Institutional Design Choices and Their Consequences. *The Journal of Political Philosophy*, 11(3) 338-367.
- Case: Elusive Community in South Park, Parts A & B.

Week 7: Decision-making in a Political Environment

- Moore: Chapter 3
- Skim Cutbacks case from Sept. 21st.
- Case: Puget Sound Water Quality Authority

Recommended:

- Moore: Chapter 6.

Week 8: Equity and Fairness

- Fredrickson, H. G. (1971). Toward a New Public Administration. In J. Shafritz & A. Hyde, *Classics of Public Administration* (6th ed.), pg 329-341. Boston, MA: Thomas Wordsworth.

- Rawls, J. (1971). Justice as Fairness. In *Reason and Responsibility: Readings in Some Basic Problems of Philosophy* (11th Edition). Eds. J. Feinberg & R. Shafer-Landau. Boston, MA: Thomas Wordsworth.
- Riccucci, N.M. & Van Ryzin, G.G. (2017). Representative Bureaucracy: A Lever to Enhance Social Equity, Coproduction, and Democracy. *Public Administration Review*, 77(1), pp. 21-30.

Week 9: Direct Government: Street-level bureaucrats

- Lipsky, M. (2010). *Street-Level Bureaucracy: Dilemmas of the Individual in Public Service, 30th Anniversary Expanded Edition*, New York: Russell Sage Foundation. Read only pgs 3-26.
- Maynard-Mooney, S. & Musheno, M. (2003). *Cops, Teachers, Counselors: Stories from the Front Lines of Public Service*. Ann Arbor, MI: University of Michigan Press. Read only pgs 97-123.
- Kelly, M. (1994). Theories of Justice and Street-Level Discretion. *Journal of Public Administration Research and Theory* 4(2) 119-140.
- Case: Prosecutorial discretion in the Immigration Customs Enforcement Agency (ICE)

Week 10: Direct Government: Managing and Motivating Public Employees

- Shafritz, J., Russell, E., and Borick, C. (2009). Personnel Management and Labor Relations. In *Introducing Public Administration* (6th ed.). New York: Pearson Longman. Read only pgs 412-439.
- Pynes, J. (2009). Labor-Management Relations: Collective Bargaining in the Public and Non-Profit Sectors, in *Human Resources Management for Public and Non-Profit Organizations: A Strategic Approach* (3rd ed.), 339-367.
- Ospina, S. and O'Sullivan, J. (2003). Working Together: Meeting the Challenges of Workforce Diversity. In S.Hays and R. Kearney (Eds.), *Public Personnel Administration: Problems and Prospects* (4th edition). Upper Saddle River, NJ: Prentice Hall.
- Case: Recruitment at Southwood School

Week 11: Government by proxy: Contracting

- Re-read Eisenhardt, K. (1989). Agency Theory: An Assessment and Review. *Academy of Management Review*, 14(1). ***Read only pages 57-65.
- Kelman, S.J. (2002). Chapter 9: Contracting. In *The Tools of Government: A Guide to the New Governance*, (pp. 282-318), by L. M. Salamon. New York: Oxford University Press.

- Brown, T. and Potowski, M. (2005). Transaction Costs and Contracting: The Practitioner Perspective. *Public Performance and Management Review*, 28(3): 326-351.
- Case: Hurricane Katrina and Housing Contracts

Recommended:

- Moore: Chapter 4. NOTE: I suggest you skim this for this week if you have the time. I recommend revisiting the chapter and reading it in preparation for Essay 3.

Week 12: Government by Proxy: Managing Networks

- Milward, H.B., and K.G. Provan. (2006). *A Manager's Guide to Choosing and Using Collaborative Networks*. Networks and Partnership Series. Washington, DC: IBM Center for the Business of Government.
- Provan, K. G., & Kenis, P. (2008). Modes of network governance: Structure, management, and effectiveness. *Journal of Public Administration Research and Theory*, 18(2), 229-252.
- Babiak, K. & Thibault, L. (2009). Challenges in Multiple Cross-Sector Partnerships. *Nonprofit and Voluntary Sector Quarterly*, 38(1), 117-143.
- Case: Minneapolis Network of Social Services

Week 13: Government by Proxy: Accountability in/of Networks

- Romzek, B., Leroux, K., & Blackmar, J. (2012). A preliminary theory of informal accountability among network organizational actors. *Public Administration Review*, 72(3), 442-453.
- Busuioc and Lodge (2016). The reputational basis of public accountability. *Governance*, 29(2), 247-263.
- Bardach, E. & Lesser, C. (1996). Accountability in Human Services Collaboratives – For what? And To Whom? *Journal of Public Administration Research & Theory*, 6 (2), 197-224.
- Case: TBD

Week 14: Guest Speaker

Week 15: Working Across Governments

- Ingram, H. (1977). Policy implementation through bargaining: The case of federal grants-in-aid. *Public Policy*, 25(4), 499-526.
- Wright, D.S. (1990). Federalism, intergovernmental relations, and intergovernmental management: Historical Reflections and Conceptual Comparisons. *Public Administration Review*, 50(2), 168-178.

- Zeemering, E. (2008). Governing inter-local cooperation: City council interests and the implications for public management. *Public Administration Review*, 731-742.
- Weissert, C.S., Pollack, B., & Nathan, R.P. (2017). Intergovernmental Negotiation in Medicaid: Arkansas and the Premium Assistance Waiver. *Publius*, 47(3), 445-466.

Week 16: Wrap up and Final Case!

6 Appendix

This course is aligned with the five core competencies identified by the National Association of Schools of Public Affairs and Administration (NASPAA) as critical for success in public service careers.

What are competencies?

- Competencies are integrative. Competencies are a bundle of knowledge, skills, abilities, and behaviors that, when fully integrated, define successful performance. Competencies are broader than knowing how to use Excel or being able to define what marginal cost means.
- Competencies describe the characteristics of the person who does the job best. In this way, competencies describe the whole person and their total performance. Competencies are broader than job tasks.

The NASPAA identified competencies are:

1. The ability to lead and manage in public governance
2. To participate in and contribute to the policy process
3. To analyze, synthesize, think critically, solve problems and make decisions
4. To articulate and apply a public service perspective
5. To communicate and interact productively with a diverse and changing workforce and citizenry

This course is designed to build student competency in all five areas. For example:

- Competency #1: In this course we will discuss the importance of defining organizational strategy and using that strategy to make decisions. We will spend a great deal of time discussing accountability and different means for achieving it. A number of weeks will be spent discussing third-party government and how to manage in this type of delegated environment.
- Competency #2: In multiple class sessions we will discuss the importance of identifying and evaluating stakeholders, and developing strategies for different types of involvement in the decision-making process.
- Competency #3: Through extensive use of case studies, we will analyze public management and policy problems by discussing the mistakes and successes of others. Students will be asked to divide problems into different parts, analyze the problems from the perspectives of different stakeholders, and develop proposed solutions.
- Competency #4: Students will explore questions of equity and inclusiveness through the use of cases and debates regarding the appropriate use of discretion by public servants. In various assignments throughout the course, students will analyze the competing values in public administration in specific cases and how different emphases may generate different results.

- Competency #5: Writing assignments will require students to evaluate cases, use evidence to support arguments, and to communicate analyses in a highly-organized manner. Work in small-groups will develop skills in working with diverse groups and providing constructive feedback.

Table 3: Rubric for grading

Category	Excellent (100%)	Satisfactory (85%)	Poor (50%)	Score
Thesis (30 points)	The solutions to the problems in the essay prompt are laid out clearly, early in the essay.	The solutions to the problems in the essay prompt are addressed, but difficult to identify in the essay.	Essay lacks a clear thesis that addresses the problems in the essay prompt.	
Coverage of the Essay Topic (30 points)	The essay demonstrates a clear, accurate, and detailed application of the theories/concepts discussed in class. Arguments are clear and persuasive, supplemented by relevant evidence.	The work demonstrates an adequate understanding of the relevant theories/ concepts. In limited instances, theories are explained incorrectly. Most arguments are persuasive.	Explanation of relevant theory is absent, inaccurate, or so unclear that it is without use or meaning. Arguments are generally unclear or unpersuasive with little supporting evidence.	
Organization, clarity, and grammar (20 points)	Ideas are arranged in a logical order, flow smoothly between each other, and the writing has very few spelling or grammar errors.	Writing is generally thoughtful, logically arranged, and flowing. Ideas occasionally do not fit or transition well. Occasional spelling and grammar errors appear.	The writing is poorly structured, ideas do not flow well together, and contains many spelling and grammar errors.	
Bibliography (10 points)	It is assumed you will use APA formatting for both in-text citations and the bibliography. Sources are listed alphabetically, and primary evidence is more prevalent.	One of these standards was not met.	More than one of these standards was not met.	
Formatting (10 points)	Followed formatting instructions, including length, font, margins, and page numbers. Name is on paper.	One of these instructions was not followed	More than one of these instructions was not followed.	
Total: / 100 Notes:				