POLS 340 Introduction to Public Administration

Spring 2024

Instructor:Jonghoon LeeTime: TR 11:55 AM to 1:10 PMEmail:ljhoon@tamu.eduPlace: ALLN 1015Section#:500Credit Hours: 3

Course Pages:

1. https://canvas.tamu.edu/courses/266923

Office Hours: Tuesday & Thursday 10:15 - 11:45 AM at Allen 3103, or by appointment.

Course Description: American public administration; development of public service; the political and constitutional context; organization theory; leadership and decision-making; personnel and resource staff functions; administrative law and regulation; ethics and administrative accountability.

Prerequisites: POLS 206 or approval of the department head.

Course Objectives: This course is designed to equip students with a comprehensive understanding of the principles and practices that govern the public sector. Objectives of this course include fostering an understanding of the historical evolution and organizational structures of public administration, analyzing the relationship between politics and administration, exploring the concepts of leadership, decision-making, and ethical considerations within public service, and examining administrative law and accountability mechanisms. By delving into these areas, students will gain a well-rounded perspective on the complexities of managing and leading public organizations, as well as the critical role public administration plays in shaping and implementing government policies. Throughout the course, students will be encouraged to think critically, engage in discussion, and apply theoretical concepts to real-world scenarios, preparing them for future roles in public service or further study in the field.

Course Learning Outcomes: At the conclusion of this course, students should be able to:

- Understand the historical and contemporary issues facing public administration.
- Analyze the political and constitutional context of public service.
- Explore administrative law, regulations, and their applications.
- Examine decision-making and leadership in public service.
- Understand the roles and responsibilities of personnel and resource management.
- Explore the ethical considerations and accountability in public administration.

Course Learning Environment: I want every student to feel comfortable speaking up in this class. We may think of politics and bureaucracy to be distant from our personal life experiences, but they are not. Hence, I ask that everyone be respectful of our colleagues' different opinions and ideas.

Textbook and/or Reesource Materials: All required readings will be provided by the instructor via Canvas.

Grading Policy: Participation (20%), Two Summary Papers (30%), Final Paper Meetings (15%), Final Essay (35%).

• Participation (20%): We will use Weeks 1 - 4 as "participation practice weeks" to familiarize ourselves with how individual participation will be graded in the coming weeks. Students are highly encouraged to use these three weeks to test their participation and check in with the instructor. Beginning in Week 4, a maximum of four points will be given per week. The highest participation score in each week will be counted. At the end of the semester, the two lowest weekly participation scores will be dropped. In other words, the five highest grades out of seven weekly participations will be counted in the final grades (20 at maximum). Students with an excused absence will submit their comments or discussion questions (2-3 sentences per article) via ljhoon@tamu.edu before Friday noon each week.

Participation will be graded using a three-point scale each week. Not providing any questions or comments (0); providing comments or questions that lack a full understanding of the readings and/or that restate what's already been written in the articles (2); providing comments or questions based on critical reviews on the theory, empirical design, or results of the article(s) and/or showing a thorough understanding of the reading (4). The best comments or questions will point out what's not fully answered or unrecognized in the article(s) but is still important to the validity of the author's argument, research designs, or findings.

- Summary Papers (30% total, 15% each): Each student will write two summary papers throughout the course. For the **first summary paper**, students should choose one of the articles that are covered in the class **from Week 1 to Week 7**. For the **second summary paper**, students should pick one of the articles that are covered in the last of class, **from Week 8 to Week 15**.
 - Students will write on background and research question (1 paragraph, 1 point), theoretical argument (about 1-2 paragraphs, 3 points), research design and empirical strategy (about 1-2 paragraphs, 3 points), results (about 1-2 paragraphs, 2 points), and discussion and extension (about 1-2 paragraphs, 6 points). A good summary should explain how the authors formulated a research question and theory and what they did to test their ideas. For discussion and extension, students can incorporate findings from other readings. A good extension should involve asking a question that the answer to it will either further strengthen or weaken the author's finding. The paper format is double-spaced, 12pt, Times New Roman, margins 1 inch, and 3-5 pages (excluding references). Students are expected to submit summary papers via ljhoon@tamu.edu. The first paper is due by February 29th at 10 pm, and the second is due by April 4th, 10 pm. The instructor will send an acknowledgment of receipt email to each student when the instructor receives the paper.
- Final Paper Meetings (15%): Using some of the class hours at Week 10, Week 12, and Week 14, we will have group meetings to check our progress in the final paper. Before Week 10, the instructor will ask the issues or questions students are interested in for writing their final paper and assign a group of four to six people to work on a similar subject. For the first meeting, students will share the topics and potential research questions they have in mind with the discussion group. The core expectation for this first meeting is to explore what they want to write. Students will discuss research questions they have in mind and explain why the chosen research questions seem interesting to them based on the existing literature.

Before the second meeting (Week 12), students are expected to start writing up their research question and main argument. In this meeting, students will present their research questions and theory to the students in the group. The expectation is to give their idea verbally, but students can use ppt, pictures, or whatever they think is efficient for presentation. Other members ask clarifying questions and raise critiques to make each other's theoretical argument more logical and concise in the next version. Depending on the group's consensus, students can exchange their drafts up to this point and comment on each other's papers.

The last final paper meeting is in Week 14, approximately two weeks before the submission date. Students will be expected to bring their empirical case(s) that they think are appropriate for testing the argument. Case selection requires strategy, and the instructor will lecture on it in Week 13. After briefly introducing the case, students will present substantive and analytical reasons why they chose

their particular case. Depending on the group's consensus, students can exchange their drafts up to this point and comment on each other's papers.

The meetings are designed to improve the quality of the paper by providing at least three chances to revise your paper and reduce students' pressure to complete the project at the end of the semester. It will be a precious opportunity to receive feedback from your peers. Please always be respectful of other people's papers and thoughts. All students who participate in each meeting will get 5% of the total grade, so total points account for 15% of the grade. Students who want to share the drafts with a group can send their documents to the instructor by Monday 5 pm in the week of each meeting, then the instructor will bring a copy of the drafts.

• Final Paper (35%): For the final paper, students are expected to choose one theory among what we have learned through this course and explain a real-life case about how public policy is provided in relationships between bureaucracy and politics. Students will select one or more theories that have been dealt with through this course, summarize the theory using their own words, and use them to explain the chosen case. The grading will be based on finding an interesting case that provides a puzzle (7), selecting good theories and summarizing them by using your own words (5), applying the chosen theory to explain your case, and accounting for how such a public policy is provided in the relationship between bureaucracy and politics (12), testing the case with the argument (6), and summarizing the paper and describing what we know better after reading your paper (5). The instructor will provide further instructions on the final paper during the course.

Students should submit their final papers via ljhoon@tamu.edu by May 2nd, 10 pm. The paper format is double-spaced, 12pt, Times New Roman, margins 1 inch, 7-10 pages are recommended (excluding references), and the maximum acceptable page is 15. Please follow the APSA style manual for political science https://psel.library.tamu.edu/assets/pdf/UsingAPSAFormat.pdf. The instructor will send an acknowledgment of receipt email to each student when the instructor receives the paper.

• The overall class grade will be the following:

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A: 89.5 +
B: < 89.5 - 79.5
C: < 79.5 - 69.5
D: < 69.5 - 59.5
F: < 59.5
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Grading Disputes: If a student wishes to dispute a graded assignment, the student can send the instructor a one-page memo within one week of receiving the graded assignment. The memo should respond to the feedback on the assignment from the instructor. The instructor will carefully review the assignment and its grade, given that the memo provides a reason to do so. After regrading, students must accept the reviewed grade, even if the grade is lower than the original assignment.

Late Work Policy: Late work is defined as submitting the assignments after the established deadline. Work submitted by a student as makeup work for an excused absence is not considered late work and is exempted from the late work policy (Student Rule 7).

- First summary paper submitted after 10/5, 10 pm, and second summary paper submitted after 2/29, 10 pm, will be considered late work.
- Final papers submitted after 4/4, 10 pm will be considered late work.
- On any late work, 10% of the grade will be deducted. And, an additional 10% of the grade will be deducted for each week the work is late.

• For degree candidates, final papers submitted after 5/5 will receive zero points. In the case of other students except for degree candidates, final papers submitted after 5/10 will receive zero points.

Attendance Policy: The university views class attendance and participation as an individual student responsibility. Students are expected to attend class and complete all assignments. To be considered for an excused absence, the student must notify the instructor in writing (e-mail is acceptable) prior to the day of absence. In cases where advanced notification is not possible, the student must provide notification by the end of the second business day after the last date of the absence. This notification must include an explanation of why the notice could not be sent.

• Students who cannot attend final paper meetings should follow the attendance policy above. For those with an excused absence, the instructor will provide survey questions to substitute for the participation grade.

The student is responsible for providing documentation substantiating the reason for the absence, including reasons stated in Section 7.2. This documentation must be provided within three business days of the last date of the absence unless otherwise stated in this rule. An instructor may confirm a student's absence documentation and excuse a student from attending class for the reasons stated in Section 7.2 or other reasons deemed appropriate by the student's instructor. An instructor may choose to defer confirmation of a student's absence documentation, including cases when documentation is not available. Upon deferral, the dean or dean's designee of the student's college with the support of the dean or dean's designee of the college offering the course may provide a statement (email is acceptable) that the deans or designee have verified the absence as excused.

Please refer to Student Rule 7 in its entirety for information about excused absences, including definitions, and related documentation and timelines.

Learning Resources: Students can make an appointment with one of the University Writing Center's trained consultants, who earn certification from the College Reading and Learning Association (https://writingcenter.tamu.edu/). They can help students with any kind of writing or speaking project. Types of appointments include in-person meetings, online by email, and web conferencing. For general information, please refer to https://writingcenter.tamu.edu/Students/Writing-Speaking-Guides?viewmode=0.

Course Outline:

All required readings will be provided by the instructor via Canvas. ** indicates the week in which students' participation is graded.

Week 1: Introduction to Public Administration

- 1.16: Syllabus Day
- 1.18: Wilson, Woodrow. 1887. "The study of administration." *Political Science Quarterly* 2(2): 197-222.
- Suggested further readings
 - Wilson, James Q. 1989. Bureaucracy. New York: Basic Books. Ch. 1-2.
 - Peters, B. Guy. "Public Administration and Governing" in *The politics of bureaucracy: An introduction to comparative public administration*. Routledge, 2018.

Week 2: Administrative Accountability

- 1.23: Two readings
 - Friedlich, C. J. "Public policy and the nature of administrative responsibility." *Public policy* 1 (1940): 1-20.
 - Finer, Herman. "Administrative responsibility in democratic government." *Public administration review* 1, no. 4 (1941): 335-350.
- 1.25: Meier, Kenneth J., Mallory Compton, John Polga-Hecimovich, Miyeon Song, and Cameron Wimpy. "Bureaucracy and the failure of politics: Challenges to democratic governance." *Administration & Society* 51, no. 10 (2019): 1576-1605.

Week 3: Development of American Bureaucracy

- 1.30: Carpenter, Daniel P. "State building through reputation building: Coalitions of esteem and program innovation in the national postal system, 1883–1913." Studies in American Political Development 14, no. 2 (2000): 121-155.
- 2.1: Nelson, Michael. "A short, ironic history of American national bureaucracy." *The Journal of Politics* 44, no. 3 (1982): 747-778.

Week 4: Organizational Theory

- 2.6: Weber, Max. 1978. *Economy and Society*, ed. by Guenther Roth & Claus Wittich. Berkeley, CA: University of California Press. Selections.
- 2.8: Simon, Herbert A. "Bounded rationality and organizational learning." *Organization Science* 2, no. 1 (1991): 125-134.
- Suggested further readings
 - Simon, Herbert A. "Decision-making and administrative organization." *Public Administration Review* 4, no. 1 (1944): 16-30.
 - Cohen, Michael D., James G. March, and Johan P. Olsen. "A garbage can model of organizational choice." *Administrative science quarterly* (1972): 1-25.

Week 5: Political Context in Public Administration**

- 2.13: Wood, B. Dan, and Richard W. Waterman. "The dynamics of political control of the bureaucracy." *American Political Science Review* 85, no. 3 (1991): 801-828.
- 2.15: Potter, Rachel Augustine. "Slow-rolling, fast-tracking, and the pace of bureaucratic decisions in rulemaking." *The Journal of Politics* 79, no. 3 (2017): 841-855.
- Suggested further readings
 - McCubbins, Mathew D., and Thomas Schwartz. "Congressional oversight overlooked: Police patrols versus fire alarms." *American journal of political science* (1984): 165-179.
 - Epstein, David, and Sharyn O'halloran. "Administrative procedures, information, and agency discretion." American Journal of Political Science (1994): 697-722.

Week 6: Budgeting and Financial Resources**

- 2.20: Arapis, Theodore, and Cynthia Bowling. "From maximizing to minimizing: A national study of state bureaucrats and their budget preferences." *Journal of Public Administration Research and Theory* 30, no. 1 (2020): 144-160.
- 2.22: Carpenter, Daniel P. "Adaptive signal processing, hierarchy, and budgetary control in federal regulation." *American Political Science Review* 90, no. 2 (1996): 283-302.
- Suggested further readings
 - Dolan, Julie. "The budget-minimizing bureaucrat? Empirical evidence from the senior executive service." *Public Administration Review* 62, no. 1 (2002): 42-50.

Week 7: Administrative Law and Regulatory Agencies (1)

- 2.27: Carpenter, Daniel P. "Groups, the media, agency waiting costs, and FDA drug approval." American Journal of Political Science (2002): 490-505.
- 2.29: 1st Summary Paper Due (mid-term substitution), no class.
- Suggested further readings
 - Moffitt, Susan L. "Promoting agency reputation through public advice: Advisory committee use in the FDA." *The Journal of Politics* 72, no. 3 (2010): 880-893.
 - McCubbins, Mathew D., Roger G. Noll, and Barry R. Weingast. "Administrative procedures as instruments of political control." The Journal of Law, Economics, and Organization 3, no. 2 (1987): 243-277.

Week 8: Administrative Law and Regulatory Agencies (2)**

- 3.5: Moffitt, Susan L. "Promoting agency reputation through public advice: Advisory committee use in the FDA." *The Journal of Politics* 72, no. 3 (2010): 880-893.
- 3.7: Lee, Jonghoon. "Establishing Anti-Corruption Agencies: the Electoral Incentive for Self-Restraint Reforms." Working Paper.
- Suggested further readings
 - McCubbins, Mathew D., Roger G. Noll, and Barry R. Weingast. "Administrative procedures as instruments of political control." The Journal of Law, Economics, and Organization 3, no. 2 (1987): 243-277.

Spring Break

• No classes on Mar 12 & 14.

Week 9: Personnel and Resource Staff Functions**

- 3.19: Gailmard, Sean, and John W. Patty. "Slackers and zealots: Civil service, policy discretion, and bureaucratic expertise." *American Journal of Political Science* 51, no. 4 (2007): 873-889.
- 3.21: Gans-Morse, Jordan, Alexander Kalgin, Andrey Klimenko, Dmitriy Vorobyev, and Andrei Yakovlev. "Public service motivation as a predictor of corruption, dishonesty, and altruism." *Journal of Public Administration Research and Theory* 32, no. 2 (2022): 287-309.
- Suggested further readings
 - Wilensky, Harold L. "The professionalization of everyone?." American Journal of Sociology 70, no. 2 (1964): 137-158.
 - O'Leary, Rosemary. "Guerrilla employees: Should managers nurture, tolerate, or terminate them?." Public Administration Review 70, no. 1 (2010): 8-19.

Week 10: Leadership and Decision Making**, 1st Final Paper Meeting

- 3.26: Teodoro, Manuel P. Bureaucratic ambition: Careers, motives, and the innovative administrator. JHU Press, 2011. Selected Chapters.
 - 1st Final Paper Meeting
- 3.28: Piper, Christopher, and David E. Lewis. "Do Vacancies Hurt Federal Agency Performance?." Journal of Public Administration Research and Theory 33, no. 2 (2023): 313-328.
- Suggested further readings
 - Krause, George A., David E. Lewis, and James W. Douglas. "Political appointments, civil service systems, and bureaucratic competence: Organizational balancing and executive branch revenue forecasts in the American states." American Journal of Political Science 50, no. 3 (2006): 770-787
 - Teodoro, Manuel P. "When professionals lead: Executive management, normative isomorphism, and policy implementation." Journal of Public Administration Research and Theory 24, no. 4 (2014): 983-1004.

Week 11: Implementation and Goal Ambiguity

- 4.2: Lee, Jonghoon. "How do Public Agency Respond to Budgetary Control? A Theory of Strategic Task Portfolios in Public Administration." Working Paper.
- 4.4: **2nd Summary Paper Due**. No class. The instructor should attend the 2024 Midwestern Political Science Association Conference.
- Suggested further readings
 - Bohte, John, and Kenneth J. Meier. "Goal displacement: Assessing the motivation for organizational cheating." *Public Administration Review* 60, no. 2 (2000): 173-182.
 - Yi, Hongtao, and Catherine Chen. "A vacancy chain model of local managers' career advancement." Journal of Public Administration Research and Theory 32, no. 3 (2022): 524-542.

Week 12: Citizen Interactions and Trust in Public Administration**, 2nd Final Paper Meeting

- 4.9: Moynihan, Donald, Eric Giannella, Pamela Herd, and Julie Sutherland. "Matching to categories: Learning and compliance costs in administrative processes." *Journal of Public Administration Research and Theory* 32, no. 4 (2022): 750-764.
 - 2nd Final Paper Meeting
- 4.11: Nanes, Matthew, Nico Ravanilla, and Dotan Haim. "Fire Alarms for Police Patrols: Experimental Evidence on Coproduction of Public Safety." *The Journal of Politics* 85, no. 3 (2023): 000-000.

Week 13: Networking and Private Sectors**

- 4.16: Fazekas, Mihály, Romain Ferrali, and Johannes Wachs. "Agency independence, campaign contributions, and favoritism in US federal government contracting." *Journal of Public Administration Research and Theory* 33, no. 2 (2023): 262-278.
- 4.18: Ingold, Karin, and Frédéric Varone. "Treating policy brokers seriously: Evidence from the climate policy." *Journal of Public Administration Research and Theory* 22, no. 2 (2012): 319-346.
- $\bullet\,$ Suggested further readings
 - Peters, B. Guy, and John Pierre. "Governance without government? Rethinking public administration." Journal of public administration research and theory 8, no. 2 (1998): 223-243.
 - O'Toole Jr, Laurence J. "Networks and networking: The public administrative agendas." *Public administration review* 75, no. 3 (2015): 361-371.

Week 14: Representative Bureaucracy, 3rd Final Paper Meeting

- 4.23: Baker, Daniel Brice, and Shahidul Hassan. "Gender and prosecutorial discretion: An empirical assessment." *Journal of Public Administration Research and Theory* 31, no. 1 (2021): 73-90.
 - 3rd Final Paper Meeting
- 4.25: Shoub, Kelsey. "Comparing systemic and individual sources of racially disparate traffic stop outcomes." *Journal of Public Administration Research and Theory* 32, no. 2 (2022): 236-251.
- Suggested further readings
 - Roberts, Alasdair. "Bearing the white man's burden: American empire and the origin of public administration." *Perspectives on Public Management and Governance* 3, no. 3 (2020): 185-196.
 - Meier, Kenneth J., and Jill Nicholson-Crotty. "Gender, representative bureaucracy, and law enforcement: The case of sexual assault." *Public Administration Review* 66, no. 6 (2006): 850-860.
 - Hibbard, Patrick F., Lisa Blomgren Amsler, and Michael Scott Jackman. "Representative Bureaucracy and Organizational Justice in Mediation." Journal of Public Administration Research and Theory 32, no. 4 (2022): 717-735.
 - Wilkins, Vicky M., and Brian N. Williams. "Black or blue: Racial profiling and representative bureaucracy." *Public Administration Review* 68, no. 4 (2008): 654-664.

Week 15: Final Paper Due

- No classes.
- Final paper due on Thursday, 5/2 at 10 pm.

The University Policies

- Makeup Work Policy

Students will be excused from attending class on the day of a graded activity or when attendance contributes to a student's grade, for the reasons stated in Student Rule 7, or other reason deemed appropriate by the instructor.

Please refer to Student Rule 7 in its entirety for information about makeup work, including definitions, and related documentation and timelines.

Absences related to Title IX of the Education Amendments of 1972 may necessitate a period of more than 30 days for make-up work, and the timeframe for make-up work should be agreed upon by the student and instructor" (Student Rule 7, Section 7.4.1).

"The instructor is under no obligation to provide an opportunity for the student to make up work missed because of an unexcused absence" (Student Rule 7, Section 7.4.2).

Students who request an excused absence are expected to uphold the Aggie Honor Code and Student Conduct Code. (See Student Rule 24.)

- Academic Integrity Statement and Policy

"An Aggie does not lie, cheat or steal, or tolerate those who do."

"Texas A&M University students are responsible for authenticating all work submitted to an instructor. If asked, students must be able to produce proof that the item submitted is indeed the work of that student. Students must keep appropriate records at all times. The inability to authenticate one's work, should the instructor request it, may be sufficient grounds to initiate an academic misconduct case" (Section 20.1.2.3, Student Rule 20).

You can learn more about the Aggie Honor System Office Rules and Procedures, academic integrity, and your rights and responsibilities at aggiehonor.tamu.edu.

- Americans with Disabilities Act (ADA) Policy

Texas A&M University is committed to providing equitable access to learning opportunities for all students. If you experience barriers to your education due to a disability or think you may have a disability, please contact the Disability Resources office on your campus (resources listed below) Disabilities may include, but are not limited to attentional, learning, mental health, sensory, physical, or chronic health conditions. All students are encouraged to discuss their disability related needs with Disability Resources and their instructors as soon as possible.

Disability Resources is located in the Student Services Building or at (979) 845-1637 or visit disability.tamu.edu.

- Title IX and Statement on Limits to Confidentiality

Texas A&M University is committed to fostering a learning environment that is safe and productive for all. University policies and federal and state laws prohibit gender-based discrimination and sexual harassment, including sexual assault, sexual exploitation, domestic violence, dating violence, and stalking.

With the exception of some medical and mental health providers, all university employees (including full and part-time faculty, staff, paid graduate assistants, student workers, etc.) are Mandatory Reporters and must report to the Title IX Office if the employee experiences, observes, or becomes aware of an incident that meets the following conditions (see University Rule 08.01.01.M1):

- The incident is reasonably believed to be discrimination or harassment.
- The incident is alleged to have been committed by or against a person who, at the time of the incident, was (1) a student enrolled at the University or (2) an employee of the University.

Mandatory Reporters must file a report regardless of how the information comes to their attention — including but not limited to face-to-face conversations, a written class assignment or paper, class discussion, email, text, or social media post. Although Mandatory Reporters must file a report, in most instances, a person who is subjected to the alleged conduct will be able to control how the report is handled, including whether or not to pursue a formal investigation. The University's goal is to make sure you are aware of the range of options available to you and to ensure access to the resources you need.

Students wishing to discuss concerns in a confidential setting are encouraged to make an appointment with Counseling and Psychological Services (CAPS).

Students can learn more about filing a report, accessing supportive resources, and navigating the Title IX investigation and resolution process on the University's Title IX webpage.

- Statement on Mental Health and Wellness

Texas A&M University recognizes that mental health and wellness are critical factors that influence a student's academic success and overall wellbeing. Students are encouraged to engage in healthy self-care by utilizing available resources and services on your campus.

Students who need someone to talk to can contact Counseling Psychological Services (CAPS) or call the TAMU Helpline (979-845-2700) from 4:00 p.m. to 8:00 a.m. weekdays and 24 hours on weekends. 24-hour emergency help is also available through the National Suicide Prevention Hotline (800-273-8255) or at suicidepreventionlifeline.org.

- Statement on the Family Educational Rights and Privacy Act

FERPA is a federal law designed to protect the privacy of educational records by limiting access to these records, to establish the right of students to inspect and review their educational records and to provide guidelines for the correction of inaccurate and misleading data through informal and formal hearings. Currently enrolled students wishing to withhold any or all directory information items may do so by going to howdy.tamu.edu Links to an external site.and clicking on the "Directory Hold Information" link in the Student Records channel on the MyRecord tab. The complete FERPA Notice to StudentsLinks to an external site. and the student records policy is available on the Office of the Registrar webpage.

Items that can never be identified as public information are a student's social security number, citizenship, gender, grades, GPR or class schedule. All efforts will be made in this class to protect your privacy and to ensure confidential treatment of information associated with or generated by your participation in the class.

Directory items include name, UIN, local address, permanent address, email address, local telephone number, permanent telephone number, dates of attendance, program of study (college, major, campus), classification, previous institutions attended, degrees honors and awards received, participation in officially

recognized activities and sports, medical residence location and medical residence specialization.