



## SUNSET RENEWAL FORM

**Public Administration (PO 2025), Four Credits**  
**Fall 2018**  
**Syllabus**

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**Office Hours:** Tuesdays and Thursdays, 10-11. Mondays and Wednesdays, 2-3  
*Note:* If you would like to meet with me but cannot make my office hours, feel free to contact me.

**Textbook (Required):**  
Kettl, *Politics of the Administrative Process*. 7<sup>th</sup> Edition

### Catalog Description

Analysis of the nature of bureaucracy; recruitment, training, management and organization of civil servants; public unionism, problems of communication, allocation of resources and public budgeting process, administrative law; problems of public support.

### Course Objectives

The policy-making process does not end when elected officials enact a law. Rather, public administrators (i.e. the bureaucracy) must implement the law. In fact, elected officials often give public administrators a great deal of discretion when it comes to implementation, or simply give them broad regulatory powers. As a result, public administrators are important political actors in their own right. This course will examine the mechanics of public administration in the U.S. but will also examine questions about the role of bureaucracy in a democratic society. At the end of this course, you will have:

- (1) Learned how public administration has developed over time, and *why* it developed that way
- (2) Learned and critically examined theories that justify public service provisions
- (3) Learned about the budget process, program evaluation, personnel management, and accountability
- (4) Learned and critically examined theories of bureaucratic organization and bureaucratic decision making
- (5) Considered the proper role of public administration in a democratic society

### Prerequisites

None, but if you previously received credit for PO 2020 you may not receive credit for taking this course.

### Responsibilities

My responsibility as your instructor is to prepare clear and intellectually stimulating lectures, and to guide class discussion and activities. It is your responsibility as students to do the readings and assignments, and to be attentive and ask questions in class. On occasion, I will ask questions of you; I expect your comments to be thoughtful, and that you will treat the comments of others with respect. Politics stirs strong emotions, but it is important that the classroom be a place where students are

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comfortable sharing their opinions. Let's work together to make this classroom a place where true political dialogue occurs.

### Electronic Devices Policy

Please silence your cell phones and put them away before the start of the class period. Unfortunately, I will also have to ask you to put away your laptops before the start of class. In the past I have allowed students to use computers to take notes on during the class period; regrettably many students instead chose to check Facebook, surf the web, or watch funny videos on YouTube. This distracted not only the student mis-using their computer, but also other students around them. So unless we are doing some in-class activity that requires your laptop, they should stay out of sight during class time.

### Evaluation

There are a total of 100 points awarded in this class. Your grade is based on two exams, attendance, a term paper, and several smaller assignments.

Exam 1:	20 points
Exam 2:	20 points
Case Studies:	10 points
Public Comment:	10 points
Budget Simulation:	10 points
Term Paper:	25 points
Attendance:	5 points

**Commented [JL1]:** Exam 2 included a 30 point (out of 100) question relating to diversity.

**Commented [JL2]:** Part of this term paper included discussing the agency's hiring practices, how this agency's policies affected different populations, and a discussion of the diversity of the agency's clientele, and how the agency interacts with their different clientele.

There will be two exams, each worth 20% of your overall grade. Exam 2 will be held during the final exam period. However, this exam will only cover material introduced since Exam 1.

The "Public Comment" and "Budget Simulation" exercises are each worth 10% of your overall course grade. For the public comment exercise, I want you to go to <https://www.regulations.gov/>, pick a proposed regulation, read the rule, and write a 'public comment' about the rule. This should have a maximum of 5,000 characters, and can be either positive or negative. You will want to consider whether you agree with the proposed regulation, and whether or not you believe the regulation is clear. You are not required to actually submit this comment on regulations.gov, but feel free to do so. We will be doing a budget exercise in class later in the semester; afterwards you will write up a brief (3-5 page) report explaining what decisions you made, what challenges you faced, and what trade-offs you had to make.

Case studies make up 10% of your course grade. Throughout the Kettl textbook there are a series of case studies (four per chapter). Four times this semester you will pick one of these case studies (no more than one per chapter) and answer all of the questions associated with that case study. You will be expected to apply the concepts we have learned through the course to that date. You may turn in these case studies at any time, except that you must finish at least one case study *before* October 5.

Your attendance is expected. I will take attendance daily; you get two unexcused absences, and each additional absence will lower your overall course grade by 1%. A person who has two or fewer unexcused absences gets a full 5 points on their final course grade. Somebody with three unexcused



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absences will only receive 4 of those 5 points. Please note that this refers only to unexcused absences. If you have a legitimate reason that you cannot be in class, let me know (preferably in advance) and you will not lose any points. I reserve the right to ask for documentation. See the excused absence policy statement below for more details on what constitutes an excused absence.

A single term paper, approximately ten pages length, is worth 25% of your grade. In it you will critically examine a single agency of the Federal government. A more thorough prompt will be handed out later this semester.

### **Connections: Diversity (DICO)**

This course has been designated by the university as a Diversity course for the General Education Program. From the university catalog: "Becoming educated involves developing awareness of, sensitivity to, and appreciation for viewpoints other than those to which we have been acculturated. Through such development comes increased respect for those different from oneself. Students take a three or four-credit Diversity (DICO) course (either within the major or not) designed to broaden and deepen awareness and appreciation of differences and commonalities of sub-cultural groups in the US society defined by differences in race, ethnicity, ability, social class, religion, politics, gender, or sexual orientation. International courses do not address diversity in US society so DICO credit is omitted from international courses. Diversity courses do this by exposing students to the life stories and the voices of members of different groups and by exploring issues of equity, opportunity, and justice."

Pursuant to this, by the end of the semester students will have:

- (1) Learned how public administration is felt differently by the diverse populations of the United States, including by race, ethnicity, cultural background and socioeconomic status
- (2) Learned how public administrators may, sometimes via simple ignorance, make decisions that affect different populations differently
- (3) Learned how the hiring, retention, and personnel policies of government agencies promote (or hinder) a demographically representative bureaucracy
- (4) Learned how a representative bureaucracy does (and does not) influence public administration

### **ADA Statement**

From PSU- "Plymouth State University is committed to providing students with documented disabilities equal access to all university programs and facilities. If you think you have a disability requiring accommodations, you should contact Campus Accessibility Services (CAS), located in Speare (535-3300) to determine whether you are eligible for such accommodations. Academic accommodations will only be considered for students who have registered with CAS. If you have a Letter of Accommodation for this course from CAS, please provide the instructor with that information privately so that you and the instructor can review those accommodations."

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### Academic Integrity Statement

From PSU's academic integrity policy:

"Academic integrity is the foundation of the pursuit of knowledge. All members of the academic community are expected to be dedicated to the pursuit of knowledge in an honest, responsible, respectful, and ethical manner. Every violation of academic integrity is an affront to the academic community. Violations of academic integrity make fair evaluation impossible and cast doubt upon the seriousness with which students accept the responsibility of acquiring an education. Members of the academic community are expected to report all instances of those violations which come to their attention. Both faculty and administration consider it their duty, as guardians of academic standards and intellectual honesty, to enforce the following policy by identifying, investigating, and bringing to a resolution all cases of violation of academic integrity. Students are urged to consider that it is the toleration of violations of academic integrity, and not the reporting of it that is dishonorable."

Violations include, but are not limited to: cheating, plagiarism, collusion with other students, falsifying academic records, or submitting the same assignment for two courses without prior permission of the instructor(s). Violations of the academic integrity policy may be intentional or unintentional, but in either case the student is liable to be disciplined. Penalties range in severity from failing the course to expulsion from the university. If you are uncertain about what constitutes a violation of this policy, come see me. The policy can be seen in full at: <https://campus.plymouth.edu/center-for-transformation/wp-content/uploads/sites/31/2018/06/PSU-Academic-Integrity-Policy.pdf>

### Excused Absence Policy

Your attendance in class is expected and generally required. However, circumstances outside of your control may prevent you from attending. Plymouth State recognizes two broad categories of excused absence: (a) participation in a university-sanctioned event, or (b) compelling and extenuating circumstances beyond your control. If you are absent for one of these two reasons, you will not be penalized, though I reserve the right to ask for documentation. Note that if you are absent, even for a valid reason, you are still responsible for the material that you missed. Get notes from a classmate, and come see me if you have further questions. You can see the university's full excused absence policy at: <https://campus.plymouth.edu/center-for-transformation/wp-content/uploads/sites/31/2018/06/PSU-Excused-Absence-Policy.pdf>

### Fair Grading Policy

The purpose of grades is to assess the degree to which you have mastered the course's subject matter. You have the right to have your coursework evaluated, and your final grade calculated, in a fair and equitable manner. Note that I will not consider any requests from students that do not align with the university's fair grading policy. For instance, the university does not allow me to give any student or group of students extra credit work, over and above that described in the syllabus, unless it is made available to all students. For a more thorough explanation of your rights (and my responsibilities) under PSU's fair grading policy, see: <https://campus.plymouth.edu/center-for-transformation/wp-content/uploads/sites/31/2018/06/PSU-Fair-Grading-Policy.pdf>

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### Course Schedule

*Note: Course schedule is subject to change. Any changes will be made at least one week in advance, with the exception of changes necessitated by class cancellation due to inclement weather.*

#### Introduction: (Aug 27, 29)

-Kettl, Ch. 2

-Wilson, Woodrow (1887). "The Study of Administration." *Political Science Quarterly* 2(1), p. 197-222.

*Sep. 3: Labor Day, no class.*

#### What is Public Administration? (Sep 5, 10)

-Kettl, Ch. 3

-Burke, L (2012). "Why Market Forces are Good for Education." *The Atlantic*. [Opinion] (Read by Sep 10)

-Mangan, K (2016). "A President's plan to steer out risk freshmen incites a campus backlash." *Chronicle of Higher Education*.

-Volokh, S (2014). "Are private prisons better or worse than public prisons?" *Washington Post*.

#### Public Administration and Democracy (Sep 12, 17)

-Kettl, Ch. 1

-Barrasso, J (2011). "Sen. John Barasso: Time to put brakes on EPA's runaway bureaucrats." *Wyofile.com*

-Guo, J (2016). "Washington's 'governing elite' think Americans are morons." *Washington Post*.

-Johnson, C (2018). "Sessions rebukes Trump, vows Justice Department won't be swayed by politics." *National Public Radio*.

-Office of the Special Counsel. "Political Activity and the Federal Employee." By Sep 17.

#### Organizational Theories (Sep 19, 24)

-Kettl, Ch. 4

-Baumgartner, F and Epp, D (2013). "Racial disparities in police traffic stops in North Carolina, 2000-2011." *Presentation to the North Carolina Commission on Racial Disparities in the Criminal Justice System, September 19, 2013*

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**Commented [JL3]:** We had a class discussion on this article, which finds that black motorists who were stopped by police were substantially more likely to have their car searched than white motorists pulled over by the police. A discussion ensued about how the attitudes of individual bureaucrats may influence public policy; about unconscious bias; and about how this may undermine confidence in law enforcement among minority groups.



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-Downs, A (1972). "Up and down with ecology. The 'issue attention cycle.'" *The Public Interest*. 28, p. 38

-Mitchell, S (2008). *A historical analysis of the creation of a cabinet-level department*. Chs. 2-3 (note: this is Dr. Mitchell's dissertation)

### Organizational Problems (Sep 26, Oct 1)

-Kettl, Ch. 6

-Hiltzik, M (2010). "Retiring CFTC judge's allegations should concern small investors." *Los Angeles Times*.

-Kwak, J (2013). "Cultural Capture and the Financial Crisis." In *Preventing Regulatory Capture* (Carpenter, D and Moss, D, eds.). New York: Cambridge University Press

-Moynihan, D (2008). "Collaboration amid crisis: the Department of Defense during Hurricane Katrina." *Collaborative Governance Initiative*, part of the Maxwell School at Syracuse University.

October 8: *Indigenous Peoples Day*. No class.

### The Executive and Legislative Branches (Oct 3, 10)

-Kettl, Ch. 5

-Westwood, S (2016). "Clinton gave State Department appointments to 194 donors." *Washington Examiner*. (by Oct 15)

-Cockerham, A and Crew, R (2018). "Why the extensive use of executive orders by state governors may not be a threat to democracy." *London School of Economics*.

-Olson, W (1999). "The impact of executive orders on the legislative process: executive lawmaking?" *Cato Institute*. [Testimony before Congress; essentially an editorial]

### Administrative Reform (Oct 15)

-Kettl, Ch. 7

-Rayman, G (2010). "The NYPD tapes: inside bed-stuy's 81<sup>st</sup> precinct." *Village Voice*.

-Smith, C (2018). "The controversial crime-fighting program that changed big-city policing forever: is CompStat's main legacy safe streets- or stop and frisk?" *New York Magazine*.

-Walters, J (2003). "Who's afraid of the DMV?" *Governing*.

EXAM 1: Oct 17

### Personnel and Collective Bargaining (Oct 22, 24, 29)

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**Commented [JL4]:** A discussion of a policing scandal in a poor NYC precinct, where poor, mostly minority residents were harassed by Police who needed to make a quota in terms of police actions, and often bullied by the Police into not reporting crimes. This was an unintended consequence of the NYPD's move towards performance-based assessment, where "performance" was based around lowering crime rates and police actions. A discussion ensued about how the targets of this poor policing was no accident: those without the resources to defend themselves.

**Commented [JL5]:** This article takes a different, neutral take on the program discussed previously.

**Commented [JL6]:** October 22: class lesson on the concepts of privilege; intersectionality; and systemic bias (racism, sexism, etc.). The fact that much of this bias is unconscious (the product of either unconscious bias or historical processes) was emphasized.



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-Kettl, Chs. 8 and 9

-Moe, T (2008). "Collective bargaining and the performance of public schools." *American Journal of Political Science*. 53(1), p. 156-74.

-Kahlenberg, R (2012). "Bipartisan but unfounded: the assault on teachers unions." *American Educator*.

-Brill, S (2009). "The rubber room: the battle over New York City's worst teachers." *The New Yorker*.

### Representative Bureaucracy (Oct 31, Nov 5)

-Theobald, N and Haider-Markel, D (2009). "Race, Bureaucracy, and Symbolic Representation." *Journal of Public Administration Research*. 19(2), p. 409-26

-Huhn, W (2009). "Ricci v. DeStefano: the New Haven firefighter case – which is fairer, multiple choice or oral examinations?" *Akron Beacon-Journal*.

### **Public Comment due, Oct 31**

### Information and Decision-making (Nov 7)

-Kettl, Ch. 10

-True, J; Jones, B; and Baumgartner, F (2006). "Punctuated equilibrium theory: explaining stability and change in public policymaking." In *Theories of the Policy Process*, Sabatier, P (ed). Boulder, CO: Westview Press.

November 12: Veterans Day, no class

### Budgeting (Nov 14, Nov 19)

-Kettl, Ch. 11

-California Budget Challenge.

November 21: Thanksgiving recess. No class.

### Regulators and Judges: who watches the watcher? (Nov 26, 28)

-Kettl, Ch. 14

-Scalia, A (1989). "Judicial deference to administrative interpretations of law." *Duke Law Journal*. 1989(3), p. 511-21

### **Budget Simulation Paper due, Nov 28**

### Ethics and Whistleblowing (Dec. 3)

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**Commented [JL7]:** This unit included discussions of equity, opportunity, and justice both in terms of government hiring and personnel policies, and in terms of how agencies handle diverse clientele.

The differences between Interpersonal and Institutional Racism (particularly heavy emphasis on the latter given the subject matter), and the effects thereof on public administration and attitudes towards government

A discussion of the bases of interpersonal racism (Sidanius and Pratto's Social Dominance Orientation)

A discussion of the history of discrimination in the Federal government. A discussion then of the difference between Equal Opportunity Employment, Affirmative Action, and true Multiculturalism in the bureaucracy

A discussion of the effects of having a descriptive bureaucracy, with a note that hiring *by itself* has a rather limited impact on the bureaucracy's behavior.

**Commented [JL8]:** This article led to a class discussion of how a racially descriptive bureaucracy can promote public trust, even given (as previously discussed) that having a racially descriptive bureaucracy by itself doesn't necessarily change the bureaucracy's behavior

**Commented [JL9]:** There were technical issues accessing this article, so the class did not read Huhn. Instead, I handed out a simulation that closely mirrored the situation encountered in New Haven. The simulation asks students how they would handle a situation where a civil service exam that was biased against those with lower socioeconomic status led to the promotion of a pool of officers whose demographics nowhere near matched that of the city. Students discussed, first in groups and then as a whole class, the ethical and legal ramifications of each possible action.

**Commented [JL10]:** A discussion of the NIMBY ("Not in My Backyard") problem was part of this lesson. We discussed issues of environmental justice; namely that locally unwanted land use (LULU) facilities, such as garbage dumps or waste treatment plants, generally wind up being built in the least politically influential communities, which also tend to be communities of lower socioeconomic status.

**Commented [JL11]:** Part of this unit addressed issues of justice in the Administrative Law process; namely, that those forced to defend themselves in administrative law proceedings do not have a right to an attorney, which means that poorer defendants in this system often go without. This of course is highly detrimental to their odds of winning their case.



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Near, J and Miceli, M (2008). "Wrongdoing, whistleblowing, and retaliation in the U.S. government."  
*Review of Public Personnel Administration*. 28(3), p. 263-81

Dec. 5, Make-up day/your choice

**Term Paper due, Dec 5**

**Final Exam, Monday Dec 10, 11-1:30**