

Semester: Fall 2023
Course Number: 10:843:209:01

Course Title: Introduction to Public Administration

Course Day and Time: Asynchronous online

Location: Online

Course Instructor: Thomas P. Davis

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Office Hours and Location: Tuesday 10 – 12 and by appointment

Room 263 Edward J. Bloustein School of Planning and Public Policy

Required Text: Public Administration: An Introduction, Mac Holzer and Richard W.

Schwester Routledge, 3rd edition 2020 ISBN 9781138579668

Shafritz, J.M., et al, Introducing Public Administration, 10th Edition,

2023 IBSN:9781032042916

Readings will be posted on Canvas.

Starling, Grover, Managing the Public Sector, Ninth Edition, 2010

IBSN: 13:978-0-495-83319-2

Course Description

This course provides students with a general introduction to the field of public administration and management and focuses specifically on the structure in which execution of policy occurs rather than the development of policy. Emphasis is on differences between policy and governmental structures, principles and other relevant concepts.

When this course is offered online, weekly modules will include a short introductory video lecture orienting students to the week's topic, assigned readings, case studies, online discussion questions listed below pertaining to the week's topic that require informed comments and/or questions which count toward class participation team problems, periodic quizzes, a midterm and short position paper. When offered as a hybrid that meets 80 minutes once per week and 80 minutes online, the above content will be divided between in-person class time and online.

All assignments will be posted and submitted on Canvas.

Syllabus

The texts will be considered our basic reference. Class lectures and discussions, while related to text material, will more often focus on empirical issues. Short synopses, our online discussions, class discussions, and more will emphasize a critical understanding of the environment and structure within which governance occurs in public sector.

Among a range of areas, the course will establish a foundation for an understanding of the basis of American government, its environment, structure and the roles of its participants. The empirical aspect of the course will link conceptual elements of government with current trends and problems of public sector agencies in areas such as the Constitution, federalism, separation of powers, executive orders, legislation, public budgeting, personnel, ethics and urban planning.

A note on Plagiarism: Please make sure to clearly acknowledge exact sources of information whenever using others' ideas and words. Any student suspected of plagiarism will be subject to Bloustein School review procedures to determine appropriate outcomes. An educational video module on plagiarism is available at:

http://www.library.camden.rutgers.edu/educationalmodule/plagiarism (Links to an external site.)Links to an external site.)Links to an external site.

He Rutgers Academic Integrity Website (Links to an external site.)Links to an external site.

This syllabus presents a general "road map" for this course. Some aspects of the syllabus may be adjusted during the course of the semester to accommodate the dynamics and needs of the class. Any changes will be announced in advance.

Weekly Agenda

Week 1 - Foundations: The Constitution

Readings:

Constitution 101 https://constitutioncenter.org/the-constitution

The U.S. Constitution: A Very Short Introduction, David J. Bodenhamer

"Originalism v. Living Constitutionalism: The Conceptual Structure of the Great Debate"

For those so inclined to read the entire essay:

 $\frac{\text{https://deliverypdf.ssrn.com/delivery.php?ID=129083126005067123027069124102002095096092003080021035106066126064096117007068067092058101033063106015039003073007117000020103014017056066076092019007095097121070064020091097125113102003086082080085121103122000126123110079113092006103101084089085004\&EXT=pdf&INDEX=TRUE$

Syllabus

Here is a synopsis:

"The great debate between originalism and living constitutionalism ought to focus on the merits, including normative arguments for and against various forms of each theory. Frequently, however, discussion turns to disputes about definitions and concepts. This Essay investigates the conceptual structure of the great debate. It lays out a variety of issues that arise when theorists attempt to define 'originalism' and 'living constitutionalism' and proposes criteria for settling definitional disputes."

"Most contemporary originalists aim to recover the public meaning of the constitutional text at the time each provision was framed and ratified; this has been the dominant form of originalism since the mid-1980s. One might be tempted to revise the OED definition and define 'originalism' as "judicial interpretation of the Constitution which aims to recover the original public meaning of the constitutional text."

Alternatively:

"The origins of the phrase 'living constitutionalism' are obscure. The phrase was used by Representative Hugh Legaré in a speech delivered on the floor of the House as early as 1837. Legaré used the phrase to express the idea that the Constitution is a function of the beliefs and attitudes of citizens and not merely a written document: '[T]he very first pilgrim that set his foot upon the rock of Plymouth, stepped forth a LIVING CONSTITUTION! armed at all points to defend and to perpetuate the liberty to which he had devoted his whole being.' 42 In 1900, Arthur Machen, Jr., wrote what may be the first law review article to use 'living' as a modifier of 'constitution'..."

Discussion Question: In the 2010 Supreme Court case *McDonald v. Chicago*, Justice Alito wrote for the majority bloc where the Court answered a question it didn't tackle in 2008: Does the Second Amendment protect against *state* infringement of the right to possess a handgun for self-defense?

The Court held that it did, and thereby "incorporated" the Second Amendment as also applying to the states through the 14th Amendment's Due Process Clause. "It is clear that the Framers and ratifiers of the Fourteenth Amendment counted the right to keep and bear arms among those fundamental rights necessary to our system of ordered liberty," Alito said. "A provision of the Bill of Rights that protects a right that is fundamental from an American perspective applies equally to the Federal Government and the States."

Was this the correct interpretation of the Second Amendment? Why? Is this an originalist or living document interpretation?

Week 2 - Context: Federalism

Federalism is the division of power between state and federal governments. The 10th Amendment of the Constitution states: "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people."

Readings and Review: Shafritz, pp. 175-192

Important Concepts:

10th Amendment

States' Rights

Sanctuary Cities



Federalism: Crash Course in Government and Politics #4 https://www.youtube.com/watch?v =J0gosGXSgsI

Federalism and the Constitution https://constitution.congress.gov/browse/essay/intro.7-3/ALDE 00000032/

Federalism: Crash Course Government and Politics #4 https://www.youtube.com/watch?v=J0gosGXSgsI&t=61s

In Article I, Section 8, the U.S. Constitution grants Congress the responsibility "To establish a uniform Rule of Naturalization," determining how immigrants can become citizens. Longstanding Supreme Court precedent recognizes Congress as having "plenary" power over immigration, giving it almost complete authority to decide whether foreign nationals ("aliens," under governing statutes and case law) may enter or remain in the United States. 1 But while Congress's power over immigration is well established, defining its constitutional underpinnings is more difficult. The Constitution does not mention immigration, but parts of the Constitution address related subjects. The Supreme Court has sometimes relied upon Congress's powers over naturalization (the term and conditions in which an alien becomes a U.S. citizen).

Discussion question: New Jersey's Cannabis Regulatory, Enforcement Assistance, and Marketplace Modernization (CREAMM) Act allows for the legal sale and use of cannabis and cannabis products for residents 21 years and older. Yet, New Jersey's Cannabis Regulatory, Enforcement Assistance, and Marketplace Modernization (CREAMM) Act allows for the legal sale and use of cannabis and cannabis products for residents 21 years and older. Can this discrepancy be reconciled?

Problem: Several Massachusetts politicians and advocacy groups expressed outrage during the summer of 2022 after Florida Governor Ron DeSantis sent two planes carrying roughly 50 unauthorized immigrants from Texas to Martha's Vineyard on Wednesday. Governor DeSantis directed \$615,000 of the state budget be used to pay Vertol Systems Company, Incorporated, a charter airline company with ties to Governor DeSantis to fly migrants on September 14 from San Antonio, Texas, to Martha's Vineyard in possible violation of state law that allocated the money. This was allegedly done without the knowledge of Texas governor Greg Abbott, flights paid for with state money in possible violation of the state law that allocated the money; a charter airline company with political ties to the Florida governor. Massachusetts officials were also not surprisingly upset. A lawsuit was filed by immigrant advocacy groups but ultimately dropped.

Although it is generally held that matters pertaining to immigration fall under the powers of the federal government, the Constitution does not address immigration per se. It does, however, address the issue of naturalization in Article I, Section 8, Clause 4. Based on our knowledge of federalism, the Constitution, and intergovernmental relations (which we will cover more closely later in the semester), would the lawsuit have adequate legal standing? What would a reasonable and constitutional solution be to this situation?

Week 3 - What is Public Administration?

Readings and Review:

Holzer, pp 25-27; Shafritz, pp. 5-19

What is Public Administration?

https://www.youtube.com/watch?v=ZtPbcMouuqs

https://www.youtube.com/watch?v=ZtPbcMouuqs&t=41s

New Jersey League of Municipalities https://www.njlm.org/644/Forms-of-Municipal-Government---New-Jers

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Important concepts:

Mayor-Council form of city government

Council-Manager form of city government

Public Goods

Delegation

Faulkner Act

Discussion question: Which of the problems facing city and county managers today do you think will improve and which do you think will worsen? Why?

This week we begin our team problems (Teams will be assigned):

Problem: The city's mayor has asked you, the city manager, to develop a plan for saving money in city services that include sanitation and police. The current fiscal year budget (FY 2023) is already in the red regarding these services for which it subcontracts agreements. How would you approach this? Where would you begin?

Week 4 - The Executive Branch

Overview of Article II, Executive Branch https://constitution.congress.gov/browse/essay/artII-1/ALDE_00000243/

"The Executive Branch" The White House

https://www.whitehouse.gov/aboutthe-white-house/our-government/theexecutive-branch/

NJ Office of Governor Murphy https://nj.gov/governor/admin/about/

Discussion question: There has been some discussion that if former President Trump is elected to the Office of President in 2024 but has also been convicted of the charges currently pending in the New York and Washington, D.C. courts, he will be able to pardon himself of any convictions. According to Article II, Section II of the Constitution, what is a valid response to this claim? Why?

Problem: The board of directors of a newly formed nonprofit organization are currently interviewing 3 candidates for the position of executive director. Develop a list of attributes that should be met for the winning candidate. What skills should be required? What personality traits should the candidate have?

Week 5 - Nonprofit Organizations and the Charter

Readings and Review:

Starling, pp 10, 11 Additional materials to be announced

Important Concepts

Vision

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of Planning and Public Policy
Mission
Grants
Fundraising
IRS (501[c]3) status
Stakeholders
Discussion question: What would you say is more an issue for a nonprofit organization to address rather than government? Why? Are there times when they could work together on an issue? When?
Problem: You and your friends are passionate about animals, especially ones that are typically domestic pets, like dogs and cats. Because so many animals have become strays in your city due to the abandonment of pets and the multiplication of ferals, you and your friends decide to start an animal shelter. How do you do it? Where do you start?
Week 6 - Organizational Theory
Readings: Chapter 2, Holzer; Shafritz, Chapter 7
Important Concepts/Names:
Bureaucracy
Division of Labor
Hierarchy
Line and Staff
Taylor, Weber, Fayol, Simon, Selznick, Barnard, Follett, Maslow, MacGregor, Likert, Argyris, Osborne and Gaebler
Structural Theory
Systems Theory
Quality Circle
Organizational Chart
Scalar Chain
Esprit de Corps
Chain of Command
Fifth Discipline

filed? What is the best approach for motivating employees in the 21st century public sector?

Discussion Question: How should communication flow best in an organization? How should grievances among employees be

Problem: Case study: Unionizing at Ben and Jerry's v. Starbucks https://slate.com/business/2023/06/ben-jerrys-union-burlington-vermont-starbucks-labor.html What factors contribute to the unionization of employees? Do they apply to all

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organizations? Should unionization benefit the entire enterprise or mainly just the employees? Is Ben and Jerry's model or the Starbucks model the right way to organize employees?

Week 7 - Political Environment

Reading assignment: Chapter 3 Shafritz, Chapter 2

Important Concepts

Administrative Discretion

Iron Triangle

Public policymaking process

Public Goods

Agenda setting

Implementation

Pluralism

Stakeholders

Case Study: 2020 America Recycles Summit, Shafritz, pg 60.

Discussion question: How far has the U.S. progressed since 1971 when Oregon became the first state to pass a bottle deposit law that led to the first container recycling program? Have we met our goal? Why or why not?

Problem: When China announced its "National Sword" policy in 2018, it halted the recycling of plastics and other materials destined for its processors. For decades, these facilities dealt with almost half of the waste that the rest of the world considered to be "recyclable". This was due to the perception that most of what China was receiving was badly contaminated and couldn't be recycled for much of anything and went into China's landfills. What happens next? Should the U.S. have a say? What about the EPA?

Week 8 - Midterm

Week 9 – Social Equity

The State of Social Equity in American Public Administration, <u>George Frederickson</u>, 2005 National Civics Review, https://onlinelibrary-wiley-com.proxy.libraries.rutgers.edu/doi/pdf/10.1002/ncr.117

The Costs of Inequality: Joseph Stiglitz https://www.youtube.com/watch?v=GYHT4zJsCdo&t=197s

Matthew Desmond: The Privileged are Complicit in America's Poverty Crisis https://www.youtube.com/watch?v=95we UcQh2I

Discussion Question: In his article, Frederickson writes: "The initial elements of the concept of social equity are found in the claim that justice, fairness, and equality have everything to do with public administration. First, laws do not carry out themselves; implementation is our work." What does he mean by this?

Problem: In his January 2023 address, New York City Mayor Adams <u>laid out</u> his "Working People's Agenda". A key point outlines "Helping 36,000 economically disadvantaged workers and residents of high-poverty communities – including 8,000 construction workers and 28,000 service contract workers – connect to good jobs every year by working with city partners in Albany to finally

Week 10 - Resources: The Budget

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empower New York City to require companies with city contracts to hire local community members". As President & CEO of New York City Economic Development Corporation, how would you work with the Mayor's office to implement this bold plan?

Reading assignment: Chapter 9, Holzer
Important Concepts:
The Federal Budget Process
OMB
Surplus
Deficit
Debt
Credit Rating
Operating v. Capital Budget
Line-Item Budget
Zero-Based Budget
Performance Budget
PPBS
Audit
Revenues v. Expenditure
Appropriations Bill
Discretionary v. Mandatory Expenditure
СВО
US Downgrade
Governor Murphy's Budget Address https://www.youtube.com/watch?v=LinUcVbxBoM

Discussion Question: Many House Republicans say they want to balance the federal budget in 10 years by cutting spending only. And they seem to have received a promise from recently elected House Speaker Kevin McCarthy (R-CA) to bring such a plan to the floor for a vote sometime this year. Is this feasible? Is it a good idea? Why or why not?

Problem: "The Committee for a Responsible Federal Budget – Stabilize the US Debt: An Online Exercise in Hard Choices"

The long-term debt of the US is rising to unprecedented levels. Under official budget projections, the US public debt is projected to grow to over 100 percent of the economy by 2035 and nearly 150 percent and still climbing by 2050. Debt at these levels will threaten economic growth and the standard of living for all Americans. What solution do you propose? Should we look at entitlement programs?

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Week 11 Resources: Human Resources and Labor Relations

Reading assignment: Chapter 11, Shaftriz

The 3 primary goals of human resources management are to attract an effective workforce, develop the workforce to its potential, and maintain it over the long term.

Important Concepts

Government is a major employer of professional and technical people.

Unions

Civil Rights Act of 1964

Title VII

Civil Service Commission

Recruitment

Classification and Compensation

Onboarding

Grievance Procedure

Job Action

Collective Bargaining

Office of Personnel Management

Senior Executive Service

Equal Pay Act

Age Discrimination Act

Americans with Disabilities Act

Family and Medical Leave Act

Discrimination

Affirmative Action

Harassment

Hatch Act

New Jersey Department of Labor and Workforce Development https://www.nj.gov/labor/aboutlwd/ourmission.shtml

Discussion Question: Do you agree that job skill is of primary importance in the hiring process? Why or why not?

Problem: Develop a set of questions you would ask a job candidate. What specific answers would you be looking for? What answers would disqualify a candidate?

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Week 12 - Intergovernmental Relations - Starling, Chapter 3

Municipal Services:

Division of Local Government Services, in the New Jersey Department of Community Affairs https://www.nj.gov/dca/dlgs/dlgs/index.shtml

Public Education:

Portland School District Case Study https://www.schoolauction.net/blog/case-study-portland-public-schools-foundation/

NJ Abbot School Districts - Abbott Overview, Education Law Center, https://edlawcenter.org/litigation/abbott-v-burke/abbott-v-b

Abbot Program - https://www.clasp.org/sites/default/files/public/resources-and-publications/states/0230.pdf

Grants in Aid – Categorical and Block

Social Safety Net Programs

Locally Shared Services

Shared Services Resources, Reading & Links, New Jersey League of Municipalities https://www.njlm.org/911/Shared-Services-
Resources-Reading-Links

Assessment of Intergovernmental Relations

Revenue Sharing

Sanctuary Cities

Federal v. State Marijuana Laws

Home Rule

Various state laws on mifepristone (Medical abortion)

Shared Services

SALT Deduction

Discussion question: What is "Dillon's Rule"? What are the disadvantages and advantages?

Problem: New York City Mayor Eric Adams believes his city is unfairly carrying the weight of caring for asylum seekers who cross the U.S.-Mexico border, saying that the responsibility should fall on more cities throughout the U.S. How does federalism apply here? How would you address this situation?

Week 13 - Ethics and Public Administration

Reading assignment: Chapter 6, Shafritz

Public service embodies the ethical principles of the common good – service to others and social equity.

Globalization

Syllabus

American Society for Public Administration Code of Ethics https://www.aspanet.org/ASPA/ASPA/Code-of-Ethics/Code-of-Ethics/Code-of-Ethics.aspx?hkey=5b8f046b-dcbd-416d-87cd-0b8fcfacb5e7

Machiavellianism
Oath of Office
Corruption
Tuskagee Experiment
Whistleblowing
Accountability
Bribery
Scandal
Watergate
Discussion Question: What was the Iran-Contra Affair? What did it call into question? Was there a conflict of responsibility? What was it?
Problem: Case Study – "City of Flint's Water Crises: Organizational Wrongdoing and Racial Injustice?" Shafritz, pg. 234. Both the Governor's Task Force and the Michigan Civil Rights Commission make the assessment that the Flint Water Crisis was a prime example of environmental injustice or systematic racism. Discuss what this means for public administration in its quest for making social equity and ensuring fair treatment for all citizens.
Week 14 – Technology, Public Service, and The Future of Public Administration
Readings – Holzer, Chapters 12 and 14
Government must make a more concerted effort to engage young people in public service. How do we do that?
Public Administration within Globalization
Public Administration within E-Government
"What is E-government", Parliamentary Affairs, Volume 54, Issue 1, January 2001, Pages 88–101 https://doi.org/10.1093/pa/54.1.88
Important Concepts:
E-Governance
Business Improvement Districts
Public-Private Partnerships
Privatization

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Discussion Question: What major changes do you foresee in government for the future? Do these represent improvements? Why or why not?

Problem: According to Pew Research Center, public trust in government was at historic lows as of May 2022, at 20% compared to 77% in October 1964. This low trend has been consistent for the past decade. How can we improve this rate in the future? Consider the topics and issues we have discussed this semester. What areas are ripe for improvement?

Course Assessments:

Student work, participation and communication will be assessed based on the following criteria:

Relevant SAS Core Curriculum Generic Rubric:

GOAL u – Student is able to... Evaluate and critically assess sources and use the conventions of attribution and citation correctly.

Think critically in matters regarding research in public administration

Each student will participate in discussions on various public administration topics, address key essay questions on tests and interpret current research in the course paper. Active class participation is graded.

Relevant SAS Core Curriculum Generic Rubric:

GOAL u – *Student is able to...* Evaluate and critically assess sources and use the conventions of attribution and citation correctly.

• Effectively communicate information pertaining to the profession

Each student will write a 5- to 10- page research paper that identifies an important public administration issue, and express the reason for its importance; Each student will be assigned a week for a class presentation on a weekly topic that extracts the main points from the text and any additional information chosen by the student, effectively demonstrating the key importance of the topic and its issues.

Relevant SAS Core Curriculum Generic Rubric:

GOAL t - Student is able to ... Communicate effectively in modes appropriate to a discipline or area of inquiry.

Develop, apply, and analyze concepts from research methods and basic statistics

Each student will examine multiple studies for their final research paper.

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Relevant SAS Core Curriculum Generic Rubric:

GOAL v – Student is able to... Analyze and synthesize information and ideas from multiple sources to generate new insights.

Develop a research question and write a coherent research paper

Each student will write a final research paper that effectively addresses the research question.

Relevant SAS Core Curriculum Generic Rubric:

GOAL u – Student is able to... Evaluate and critically assess sources and use the conventions of attribution and citation correctly.

• Utilize information literacy skills in public health

Students are required to complete weekly readings and participate in related class discussions.

Relevant SAS Core Curriculum Generic Rubric:

GOAL s1 – Student is able to... Communicate complex ideas effectively, in standard written English, to a general audience.

• Understand the role and importance of professional development

Professional writing and oral communication will be assessed through the research paper

Relevant SAS Core Curriculum Generic Rubric:

GOAL t - Student is able to... Communicate effectively in modes appropriate to a discipline or area of inquiry.

• Understand and apply professional ethics

Students will apply a valid ethics-based standard of judgment for various practices and procedures as they apply to public administration. Scenarios will be drawn from the text as well as supplementary sources to be posted on SAKAI. This will be covered in weekly discussions and will be applied in the research papers and on the exams.

Relevant SAS Core Curriculum Generic Rubric:

GOAL v – Student is able to... Analyze and synthesize information and ideas from multiple sources to generate new insights.

Course Grading



Class Participation (25%) There will be an emphasis on student discussion of topics and issues. We will focus on the identification of issues, themes, and solutions.

Midterm Exam (30%) The midterm exam will cover the readings and related assignments with a combination definitions and short essay questions.

Team Problems (15%) Teams will be assigned to weekly problems and submit a collective solution to the particular problem.

Position Paper (30%) A paper will be assigned based that takes a position on a current issue in the public sector. The APA style will provide the guidelines for writing the paper.

Guidelines:

The attainment of each goal will be measured against 4 levels: Outstanding, Good, Satisfactory, and Unsatisfactory. Each level has its own unique set of criteria that must be met to attain the level. A complete description is on the class CANVAS site.

The overall goal is to attain fluency and knowledge in the development of public administration as a discipline as it has been documented in a historical review of the literature and the ability to communicate that information.

We will discuss these milestones in class during our introductory session and throughout the semester as questions and issues arise. An unwritten standard of evaluation in the class will be based on the amount of effort that students apply. Sufficient effort in all of these 4 areas will ensure a satisfactory (or better) grade.

In order to maximize our class time experience, laptops and cell phones are not allowed in class. They must be put away during class period. Great emphasis is placed on class participation. This means that thoughtful contributions to class discussions will be highly valued toward student grades. Violations of the cell phone and laptop policies will affect grades.

All students are expected to come to class fully prepared after completing the assigned readings regardless of whether responsible for a weekly presentation.



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Assigned research papers will require a paper copy in class on the assigned date and an online copy on SAKAI on the assigned date and time. Students are urged not to wait until the date of the deadline to submit their papers online. Failure to meet the deadlines will affect grades. Points will be deducted each day the paper is late.

Academic Integrity

Academic Integrity is vital to the mission of Rutgers, to education at Rutgers and membership in the Rutgers community. It is a core value that supports trust among students, and between students and teachers. It is also a shared value; administration, faculty and students each play a vital part in promoting, securing and nurturing it.

Academic dishonesty is not an individual act that affects only the students involved. It violates communal trust, impacts other members of the community, and is an offense against scholarship. For this reason, any instance of cheating or plagiarism will be dealt with harshly. Honesty matters. As a shared value, administration, faculty and students each play a vital part in promoting, securing and nurturing it. See the Rutgers Academic Code and Academic Oath at: http://academicintegrity.rutgers.edu/

Attendance and Cancellation of Classes

In accordance with Rutgers University regulations, attendance is expected at all regularly scheduled meetings of a course and individual courses may set policies for maximum absences. Please refer to the link below for more specific information:

http://sasundergrad.rutgers.edu/academics/courses/registration-and-course-policies/attendance-andcancellation-of-class