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The University of Macau
Department of Government and Public Administration
GPAD 7300: Public Administration: Theory and Practice
Spring 2019

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Instructor: Yiran Li (yiranli@um.edu.mo)
Lecture: Friday 10:00 am-1:00 pm
Lecture room: E21-G014 (L)
Office: E21-4020
Office hours: Wednesday 2:00 pm-4:00 pm and Friday 2:00 pm-4:00 pm or by email appointment
Teaching Language: English

COURSE DISCRIPTION

This course is designed for graduate students for a basic introduction to public administration including its practice, themes and values, and contemporary challenges. The topical issues are arranged to help students develop the knowledge, insights and skills necessary to manage and lead public organizations. We will begin with a discussion of the theories of public administration and move to some subfields in public administration, such as decision making, public policy design, implementation, and evaluation. We will also examine the management, leadership, and personnel roles within organizations. This course is designed as a "hybrid" course that will involve lectures, student presentations, group discussion, research and assignments.

LEARNING OUTCOMES

At the end of the course, students will be able to:
(1) acquire a clear understanding of the major theories and content of public administration;
(2) recognize the functions of public administration, such as decision making, accountability, and performance evaluation etc. in the public sector;
(3) analyze and critique the complexity of public administration in terms of mixes of values, interests, competing orientations, and other factors, and the effect of policies from various theoretic perspectives;

(4) apply different policy tools to examine the current public policies and public affairs in the local and international context.

ACADEMIC MISCONDUCT WARNING

The university expects that all students work will conform to the highest standards of academic integrity. Student's work will be scrutinized for academic misconduct, which includes plagiarism of other's words and/or ideas, falsification, fabrication, and misuse of data. Student's submitted work will be scrutinized for plagiarism through use of Turnitin (www.turnitin.com). In the event a student submits work that appears to be plagiarized—whether essays, presentations, or other course material—they will be asked to explain themselves to the lecturer. The university does not tolerate plagiarism, whether direct, indirect, or self-plagiarism. Direct plagiarism is intentionally and completely lifting the words, equations, charts, graphs or artistic material of another author or authors. Indirect plagiarism is failing to cite completely or accurately, and/or copying themes, ideas, or sources the student has not read from another author or authors. Self-plagiarism is recycling papers, documents, equations, and so forth from a document previously submitted by the student without quotation, citation, or attribution of the previous work. Acts of plagiarism could result in heavy penalties, including disciplinary action. For more information about the policy on plagiarism at the University of Macau, please visit: https://reg.um.edu.mo/download/um-academic-calendar/6gr-rhsad.pdf

PROVISION OF FEEDBACK

According to university policy on provision of feedback for taught programs, for assignments and essays, we will provide specific feedback on students' performance within two to three weeks.

ASSESSMENT

Class attendance and participation……………………………..…………………………………...20%
Quizzes…………………………………………………………………………………………..……10%
Case Memos…………………………………………………………………………..………………30%
Synthetic Critical Essay Review………………………………………………………………………40%

Class attendance and participation

Class lecture attendance is required. Each student will be expected to read the weekly reading assignments and case materials, participate and contribute to the class discussion, simulation, debate, and online forum discussion.

Quizzes

Two short quizzes will be distributed during class time. They will cover the content of the preceding weeks (lectures and required readings). I will notice you the time one week in advance.

Case Memos

Each student will be expected to write TWO cases and to discuss each of the cases in detail in class. Each student will also prepare a one-page written case memo for each of the cases (**single spaced**, 12-point font size, 1-inch margins). Each student should prepare his or her case memo individually. All memos will be turned in before the class of the discussion date.

Synthetic Critical Essay Review

Each student will be expected to write a critical essay on a topic selected from what we discussed in the class. You may gear the paper to your area of interest but must select the topic in public administration field. Please adhere to the following schedule to get my feedback:

➢ Topic 4 (Feb 15)—topic selection is forwarded to me, with a preliminary listing of literature examined.

➢ Topic 8 (Mar 15)—submit a summary of what you are finding in your literature review on each topic. This will be an outline. I do not review drafts of papers.

➢ Topic 14 (May 1)—final paper due after the presentation

Your paper will incorporate the following:

➢ What are the major issues involved in the study of the topic you have selected and what do we know about them?

➢ How do we know it? That is, what is the state of methodological choice, development, sophistication, and marshalling of evidence? Where do we have consensus on findings? Where do we not? Where are the major gaps that you see in the study of the topic (substantively, methodologically, epistemologically).

➢ What do you see as a priority(ies) for future research in this area for theory development and testing, and why?

Length, Style, and format

➢ No more than 20 pages (incl. footnotes / endnotes / references)
➢ **Double spaced**, 12-point font size, 1-inch margins
➢ Make sure putting your FULL NAMES and Student IDs on the first page of the report.
➢ Must be properly referenced. APA is preferred. Failure of fulfilling the academic referencing requirement will result in grade deduction.
➢ Submission deadline: Report to be uploaded on Moodle on or before 23:00, 1st May. Email submission is NOT accepted.
➢ You do NOT need to turn in a hard-copy of your report.
➢ Late Project Report will be marked down a third of a grade (for example, A to A-) for each day following the due date.

Each student should also prepare for a presentation during the last class meeting. The PPT file should be structured for a ten-minute briefing that addresses and explains the key points of the analysis presented in the paper. Each presentation will also be made available in digital form to all other class participants. The presentation will be counted as 10% of your grade.

COURSE OUTLINE

Format for the Class: Students are required to read the assigned text BEFORE class. The essential material will be highlighted in class. The class meetings will consist of a combination of lecture, case discussion, and group exercises. This course encourages a high degree of student participation and group problem solving to enhance the learning process. This is facilitated by an open, constructive class environment.

Part I: INTRODUTION

Topic 1: Introduction and the Role of Government (Jan 11)

General introductions, overview of course and discussion of syllabus and grading. Please bring a copy of the syllabus to class.

- Kettl, Donald F. 2017. *Politics of the Administrative Process*. CQ Press. Chapter 3, pp59-71.
- Vincent Ostrom and Elinor Ostrom. 1971. "Public Choice: A Different Approach to the Study of Public Administration." *Public Administration Review* 31(2): 203-216.
- Hardin, Garrett. 1968. "The Tragedy of the Commons." *Science* 162, no. 3859: 1243-1248.

Part II: INTELLECTUAL DEVELOPMENT OF PUBLIC ADMINISTRATION

Topic 2: Conventional Theories (Jan 18)

- Wilson, Wilson. 1887. "The Study of Administration." *Political Science Quarterly* 2: 197-222.
- Robert A. Dahl. 1947. "The Science of Public Administration: Three Problems." *Public Administration Review* 7(1): 1-11.
- Rosenbloom, David H. 1983. "Public Administrative Theory and the Separation of Powers." *Public Administration Review* 43(3), 219-227.
- Fry, Brian R., and Jos CN Raadschelders. 2013. *Mastering Public Administration: From Max Weber to Dwight Waldo*. CQ Press. Chapters 1 & 2.

Topic 3: New Public Management and Reform (Jan 25)

- Osborne, David, and Ted Gaebler. 1992. *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*. Reading, MA: Addison-Wesley: Chapters 1 & 3.
- Hood, Christopher, and Guy Peters. 2004. "The Middle Aging of New Public Management: Into the Age of Paradox." *Journal of Public Administration Research and Theory* 14, no. 3: 267-282.

- Zhu, Xufeng. 2014. "Mandate versus Championship: Vertical Government Intervention and Diffusion of Innovation in Public Services in Authoritarian China." *Public Management Review*16, no. 1: 117-139.

Case Memo I: Introducing Competition to Indianapolis
Discussion: How should the mayor proceed? With which service first? Why?

No class for Spring Festival (Jan 30-Feb 12)

Part III: PUBLIC ADMINISTRATION AS GOVERNANCE

Topic 4: Governance and Accountability (Feb 15)

- Rhodes, Roderick Arthur William. 1996. "The New Governance: Governing without Government." *Political Studies* 44, no. 4: 652-667.
- Meier, Kenneth J., and Laurence J. O'Toole Jr. 2006. "Political Control versus Bureaucratic Values: Reframing the Debate." *Public Administration Review* 66, no. 2: 177-192.
- Fung, Archon. 2006. "Varieties of Participation in Complex Governance." *Public Administration Review* 66.s1: 66-75.
- Bovens, Mark, Robert. E. Goodin, and Thomas Schillemans. 2014. *The Oxford Handbook of Public Accountability*. OUP Oxford. Chapters 1, 6 & 13.

Topic 5: Decision-making Process, Public Policy-making (Feb 22)

- Herbert Simon.1948. *Administrative Behaviour*. New York: Free Press: pp.73-86, 92-117.
- Graham T. Allison. 1969. "Conceptual Models and the Cuban Missile Crisis." *American Political Science Review* 63: 689-718.
- Charles E. Lindblom. 1959. "The Science of Muddling Through." *Public Administration Review* 19(2): 79-88.
- Cohen, Michael D., James G. March, and Johan P. Olsen. 1972. A Garbage Can Model of Organizational Choice. *Administrative Science Quarterly*, pp.1-25.

Topic 6: Pubic Policy Design and Evaluation (Mar 1)

- Goering, J., J. Feings, and T. Richardson. "What Have We Learned about Housing Mobility and Poverty Deconcentration?" Choosing a better life? Evaluating the Moving to Opportunity social experiment (2003): 3-36
- Sanderson, Ian. (2002): "Evaluation, Policy Learning, and Evidence-Based Policy Making." *Public Administration* 80/1: 1-22.
- Chen, Shuo, Yiran Li, and Qin Yao. 2018. "The Cost of Industrial Leap Forward in China: Evidence from SO_2 and Public Health." *China Economic Review*, Vol.49 (C), 68-83.
- Mei, Ciqi, and Zhilin Liu. 2014. "Experiment-based Policy Making or Conscious Policy Design? The Case of Urban Housing Reform in China." *Policy Sciences*. 47.3: 321-337.

Case Discussion: Pension Reform in China

Topic 7: Regulation, Contracting, and Public Ownership (Mar 8)

- Brown, Trevor. L., Matthew Potoski, and David M. Slyke. 2006. "Managing Public Service Contracts: Aligning Values, Institutions, and Markets." *Public Administration Review*, 66(3), 323-331.
- Romzek, Barbara. S., and Jocelyn M. Johnston. 2002. "Effective Contract Implementation and Management: A Preliminary Model." *Journal of Public Administration Research and Theory*. 12(3), 423-453.
- Moe, Ronald. C. 1987. "Exploring the Limits of Privatization." *Public Administration Review*. 47(6), 453-460.
- Jing, Yijia. 2008. Outsourcing in China: An Exploratory Assessment. *Public Administration and Development: The International Journal of Management Research and Practice* 28, no. 2: 119-128.

Case Discussion: Air Pollution in China

Topic 8: Collaboration and Network (Mar 15)

- Emerson, Kirk, Tina Nabatchi, and Stephen Balogh. 2012. "An Integrative Framework for Collaborative Governance." *Journal of Public Administration Research and Theory*. 22 (1): 1-29.
- O'Toole, Laurence J. 1997. "Treating Networks Seriously: Practical and Research based Agendas in Public Administration." *Public Administration Review* 57(1):45-52.
- Bryson, John M., Barbara C. Crosby, and Melissa Middleton Stone. 2006. "The Design and Implementation of Cross-sector Collaborations: Propositions from the Literature." *Public Administration Review* 66(s1), 44-55.
- Jing, Yijia, and E. S. Savas. 2009. "Managing Collaborative Service Delivery: Comparing China and the United States." *Public Administration Review* 69: S101-S107.

Case Memo II: Collaboration Challenges

E-case: http://www.socsc.hku.hk/ExCEL3/collaboration-challenges/

Discussion: What are the factors influence effective collaborative governance? (Hint: please incorporate Emerson et al. framework)

How does government policy affect the civil society sector? How do government policies affect local non-profit collaboration?

Part IV: INTERNAL MATTERS IN GOVERNMENT ORGANIZATIONS

Topic 9: Leadership and Managing People (Mar 22)

- Rainey, H.G., 2014. *Understanding and Managing Public Organizations, 5th Edition*. San Francisco: Jossey-Bass. Chapters 10 & 11.
- Kotter, John P. 2007. "What Leaders Really Do." *Harvard Business Review* 68, No. 3.

Topic 10: Financial and Performance Management (Mar 29)

- Robert D. Behn. 2003. "Why Measure Performance? Different Purposes Require Different Measures." *Public Administration Review* 63(5): 586-606.

- Heinrich, Carolyn J., and Gerald Marschke. 2010. "Incentives and Their Dynamics in Public Sector Performance Management Systems." *Journal of Policy Analysis and Management* 29, No. 1: 183-208.
- Li, Hongbin, and Li-An Zhou. 2005. "Political Turnover and Economic Performance: the Incentive Role of Personnel Control in China." *Journal of Public Economics* 89, No. 9-10: 1743-1762.
- Wong, Christine. 2007. "Budget reform in China." *OECD Journal on Budgeting* 7, No.1: 1-24.

No class for Ching Ming Festival.

Topic 11: E-government and New Technology (Apr 12)

- Dawes, Sharon S. 2008. "The Evolution and Continuing Challenges of E-governance." *Public Administration Review* 68 (2008): S86-S102.
- Liu, Helen K. 2017. "Crowdsourcing Government: Lessons from Multiple Disciplines." *Public Administration Review*. 2017. http://onlinelibrary.wiley.com/doi/10.1111/puar.12808/full
- Moon, M. Jae. 2002. "The Evolution of E-Government among Municipalities: Rhetoric or Reality?" *Public Administration Review* 62(4): 424-433.
- Li, Yiran. 2018. "A Long March for Survival: The Internet, Social Media and Government Accountability in China." Dissertation. Chapters 3 & 5.

Case Discussion: Hacking Bureaucracy: Reimagining California's Food Stamp Program in the Digital Age

No class for Good Friday.

Part V: CONCLUSIONS

Topic 12: New Challenges, New Perils (Apr 26)

- Farazmand, Ali. 2009. "Building Administrative Capacity for the Age of Rapid Globalization: A Modest Prescription for the Twenty-first Century." *Public Administration Review* 69, no. 6: 1007-1020.

- Ostrom, Vincent. 2008. *The Intellectual Crisis in American Public Administration*. University of Alabama Press. Chapters 4-6. Access via UM library ebook.

Topic 13: Students Presentations (Apr 30: make-up day for Friday's class)

Discussion: Given the changes and new practice discussed in the class, what are the future directions for public administration both intellectually and practically?

Appendix A: Memo Guidelines and Tips

<u>Length, Style, and format</u>

➢ Single-spaced, 12-point font size, 1-inch margins (No more than one page!)
➢ You may use any standard conventions for the layout of your memo, including numbering, bullets, indentation, etc. Do address the memo to your audience at the top of the page. See the attached sample for a suggested layout.

MEMORANDUM

TO:
FROM:
DATE:
RE:

Introduction

To reiterate, in your first paragraph you need to take a stance. One distinguishing characteristic of a memo is that a summary of the document's conclusion(s) and recommendation(s) is placed right at the beginning of the memo.

Remember that the purpose of the document is generally to provide your audience advice about a particular decision, project, or policy stance. Thus, you open the memo by summarizing the problem or situation about which you are writing, and by providing a very brief summary of the conclusions/recommendations you have reached during your analysis.

Situation and Analysis

The rest of the memo is designed to support the conclusions or recommendations you present. The second paragraph should give the strongest reasons for the recommendation you chose. The third paragraph will address the strongest reasons against your recommendation. You need to thoroughly justify your decision by addressing its strengths and weaknesses given the facts of the case. Also, be specific. You cannot possibly justify a decision such as "we will make a ton of money if we do x." Instead, you should estimate how much money would be made with option x and the obstacles in the way of doing so. Finally, do not include extraneous information, like case background or flowery introductions. This merely distracts from the substance of your argument.

Future Issues or Implementation

Due to the limited information that you are given, what are other potential issues your audience should be award of in order to make better decision? Or, you could predict some obstacles when implementing your recommendations so that your audience knows what to expect.

Sources: NYU Student Guideline in Memo Writing & More Tips on Writing a Policy Memo by Peter Wilcoxen

> **Begin by stating the purpose of your memo.** The first sentence should identify the problem you are trying to solve or remind the reader of your assigned task. Effective ways to begin the first sentence include: "The purpose of this memo is…" or "In response to your request, this memo provides recommendations on…"

> **Summarize your conclusions in the introductory paragraph.** A memo is not a mystery novel, nor is it a joke—do not wait until the end to deliver the punch-line! Since your reader may be too busy to read the entire memo, you must get your main point across immediately. Journalists refer to this style of writing as an "inverted pyramid"— the most important information appears at the top and is followed by less important details, so that the reader can leave the story at any time and still understand the main point.

> **State the basis for your conclusions in the introductory paragraph.** Briefly summarize the considerations you took into account or the methodologies you used to arrive at your conclusions. For example, you might explain that your recommendations are "based on analysis of leading theories on education policy as well as empirical evidence on student performance in charter schools.

> **State winner and loser.** It's very important to figure out who would be helped and who would be hurt by a proposal. After all, the point of memo recommendation is to solve problems and thereby make people (at least some people) better off. No analysis is really complete until the winners and losers have been identified. In addition, knowing who gains and loses can be very helpful in anticipating how the process will play out.
> - Bad: "Eliminating rent control will benefit an average tenant by $75."
> - Problem: Too little detail; it sounds like everyone gains when really some tenants lose.
> - Better: "Eliminating rent control will cause rents to rise by $600 for 500 tenants currently in rent controlled apartments. However, it will also bring 300 new apartments on the market. The average value of each new apartment to its tenant will be $1,200 above the amount the tenant pays in rent."

➢ **Begin each subsequent paragraph with a thesis statement.** If you would like to be especially clear, write the thesis statement in **bold text.** The reader should be able to understand the entire outline of your argument by simply scanning the thesis statement of each paragraph. Ideally, the thesis statement should be concise enough to fit on a single line, or at most two lines. It should be action-oriented and written in an authoritative voice. An example of an effective thesis statement is: "Investing now in infrastructure improvements is desirable for both economic and political reasons.

➢ **Support the thesis statement in the body of the paragraph.** Supporting information might include more detailed arguments, statistics, citations, and so forth. After writing each paragraph, read it over carefully, asking yourself if every part of that paragraph supports the argument in the first sentence; if not, it does not belong there.

➢ **Be concise.** Flowery language has no place in a professional memo. If you find that a paragraph is taking up half a page or more, it is either not worded concisely enough or it contains multiple ideas that should be split into separate paragraphs. A typical single-spaced memo has five or more paragraphs per page, as this one does. (Professional memos are typically single-spaced, but if your professor asks for a double-spaced memo, be sure to follow instructions!)
  - Bad: "Some people will react to the increase in the gas tax by taking taxis, buses or other public transportation since those forms of transportation are now somewhat less expensive than using a private automobile. However, some people may not be willing or able to make such a change: they might live far from public transportation or might have medical conditions that made it necessary for them to drive. These people will continue driving but they would generally be likely to take fewer trips than before the tax."
  - Problem: Far too many words for the basic points being made!
  - Better: "A higher gas tax would reduce the amount of driving by people who can easily use other forms of transportation. People who can't switch would continue to drive, although they would probably drive fewer miles than before."

➢ **Avoid jargon.** Use plain language that an intelligent nonspecialist can understand. When using technical language is unavoidable, provide a brief definition. For example, you might say "some health-reform advocates support the creation of a *public option*—a

government run health insurance agency that would compete with private health insurance companies."

➢ **Stay objective.** To keep your arguments as objective and unemotional as possible, avoid referring to yourself in the first person ("I believe", "I think", "I feel", etc.) unless absolutely necessary, and if you are the sole author of your memo, *definitely* avoid the imperial "we"!

➢ **Use active verbs.** The passive voice obscures responsibility for making and acting on recommendations, and often makes writing unnecessarily wordy. Instead of saying "it is recommended that a reduction in U.S. military forces in Afghanistan be taken under consideration," simply say "consider reducing U.S. military forces in Afghanistan." (See the earlier point about using an authoritative tone.)

➢ **Anticipate counterarguments.** Presumably your recommendation is not the only potential course of action, so explain why it is preferable to the alternatives. Do not pretend that your recommendation is perfect; acknowledge its imperfections but explain why the advantages outweigh the disadvantages. For example, you might begin a paragraph with: "Opponents argue that a cap-and-trade policy will not reduce carbon emissions significantly; however…"

➢ **Provide "road signs" as needed.** It may be useful to provide brief headers for each of the memo's main sections, especially if your memo is more than two pages long. A memo on housing policy, for example, might include the header *Options for Funding Low-Income Housing Initiatives*.

➢ **Cite your sources.** As with any written assignment, you must not claim credit for other people's original ideas. If your professor provides instructions on how to format citations, follow their instructions. Otherwise, it is typically acceptable to cite sources within the text of a professional memo. For example, you might say "… as reported in the Congressional Budget Office's 2010 *Budget and Economic Outlook*." Alternatively, if you have a large number of sources, you may put citations in footnotes or endnotes. Never include a "bibliography" or list of references at the end of a professional memo, however.