

## **PADP 6910: Public Administration & Democracy**

*University of Georgia*

*School of Public and International Affairs*

*Department of Public Administration and Policy*

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Class Schedule:       Thursdays, 3:30 PM to 6:15 PM

Class Location:       Baldwin Hall 301

Office Hours:         Tuesdays, 1:30 PM to 3:00 PM, and by appointment

*“In government, too often you’re measured by how much you seem to care, how hard you seem to try—things that do not necessarily improve the human condition. But if you begin with the assumption that the government is there to serve the American people in specific ways, then the measurement realistically should be: How does all this affect the people for good or ill?”*

Donald Rumsfeld (In *Public Management*, edited by Perry and Kraemer, 1983, pg. 35-36).

*“Public service in dark times, then, is mindful, critical, and enacted on common ground—in the world—with others. It is hopeful, serious, and committed to freedom.”*

Camilla Stivers (*Governance in Dark Times*, 2008, pg. 153)

*“A critical aspect turns upon the question of how observers of and participants in self-governing societies think of and experience themselves as they relate to other human beings: as individuals struggling for advancement to gain positions of dominance and become masters of others; or as fellow citizens (colleagues, comrades) pursuing courses of inquiry in addressing and resolving problematic situations in human societies.”*

Vincent Ostrom (*The Intellectual Crisis in American Public Administration*, 1989, pg. 168)

### **Course Description**

This class engages students in a discussion about public management in a professional administrative state and a democratic society, under the U.S. Constitution. The quotes above hint that writings in public administration offer diverse views on government and the task of managers working in public service. Our discussions this semester explore the institutional, political, and normative environment of the public manager working in the context of a democracy. By reviewing the history and development of the field of public administration in the United States, we learn how concepts from management, law, and politics shape the work of public managers today. Readings will challenge us to define values central to public administration, while also understanding the role of public administrators in informing and resolving value conflict. We consider how managers can engage in professional and ethical conduct, serving the objectives of their organizations while acting under the law and the observation of the citizenry. These conversations are guided by the five core competencies for the University of Georgia’s MPA program, and these competencies serve as a point of reflection for our work throughout the semester.

How will we approach these discussions? Readings will provide an overview for each discussion, and we will explore historically important writings in the field. We will use ideas and concepts from our reading to think about applied exercises and case studies, framing decision scenarios for students to think through in class and through written assignments. Students will also be encouraged to think about their professional development and career goals through the development of a career biography, learning about the work of a professional in public service whose work is of interest to the student. Through in-class discussion, team exercises, and individual written assignments and oral presentation, students will be challenged to develop clear communication skills in order to interact with peers and the general public. At the end of the semester, students will have a strong foundation in public administration and will be equipped with concepts to think about their personal definition of professionalism in public service.

### **Student Learning Objectives**

- Students will be provided with a survey history of public administration in the United States, and students will discuss the history of public administration matters for today's administrative state.
- Students will be able to identify and define myriad values that shape the work of public administrators, and they will identify strategies for resolving value conflicts in a manner appropriate for professionals in public service.
- Students will apply theory and concepts from the field to analyze problems and prescribe action for managers and/or policy makers.
- Students will define accountability, transparency, and ethical conduct in public service and they will reflect on how to maintain these values in their professional work. They will draft a personal statement of professionalism and accountability to guide their work in public service.
- Students will develop written and oral communication skills through class exercises.

### **Integration with MPA Competencies**

Each week, the instructor will review an agenda for class and discuss how content relates to broader goals and competencies central to the MPA curriculum at the University of Georgia. Students must take great care to think about how content from classes across the curriculum supports and reinforces our five program competencies. Here are some examples of how this class will advance our consideration of the MPA program competencies.

*To Lead and Manage in Public Governance:* Our review of the field introduces students to our evolving understanding of management and leadership in public organizations from “orthodox” public administration to the contemporary era of governance. Students will be asked to reflect upon the evolving role of the professional manager in public service.

*The Public Policy Process:* Students will develop an understanding of the role of public managers and policy analysts in the policymaking process, while also exploring how governance has evolved to more directly engage the public and societal groups.

*Analyze/Synthesize to Solve Problems and Make Decisions:* Our reading and discussions will highlight challenges in organizational decision making and the evolution of the policy analysis and evaluation in public affairs. Students will apply concepts from class to explain their decision making process in case study reflections and in-class exercises.

*The Public Service Perspective:* By surveying the historical development of public administration, we will review debates and the values central to the field. We will consider how public managers and policymakers weigh value trade-offs in the decision-making process. Students will also reflect upon the centrality of transparency, accountability and ethical conduct in public service. Students will draft a personal statement of professionalism and accountability in public service.

*Communicating with a Diverse Workforce and Citizenry:* This class explores the relationship between public administration and democracy, including various strategies for citizen engagement and communication. Understanding the role of the public in democracy is central to our discussions this semester. Moreover, public and non-profit managers must prepare to engage a diverse workforce. We will discuss foundational concepts in public sector diversity management.

### **Required Books**

Students are required to have access to both of the following books for class this semester. Bookstores and publishers provide a variety of options to access texts, including book and e-book rental. Please consider the option that works best for you for the semester and for your long-term mastery of public administration. I have requested both books to be held on reserve for two-hour check out at the Main Library.

Guy, Mary E. and Todd L. Ely. 2018. *Essentials of Public Service: An Introduction to Contemporary Public Administration*. Irvine, CA: Melvin & Leigh Publishers. ISBN: 978-0-99923590-4

Shafritz, Jay M. and Albert C. Hyde. 2017. *Classics of Public Administration*, 8<sup>th</sup> edition. New York: Cengage. ISBN: 9781305639034

### **E-Learning Commons and Online Resources**

In addition to the required textbooks, additional reading will be made available through the Library's reserve system and the e-Learning Commons. Students can access online information about our class at <http://elc.uga.edu>. Graduate students should become familiar with searching for journal articles and books using the library's holdings and electronic databases. Many journals are free to you through your status as a student at the University of Georgia, and you should make use of these resources!

### **Assignments and Grading**

Assignments will be evaluated using a point system, with 100 points possible for the class. Note, the grade "A" indicates "outstanding" achievement. The following scale will be used to assign letter grades in this class:

100 – 94 points	A	86.9 – 83 points	B	75.9 – 70 points	C
93.9 – 90 points	A-	82.9 – 80 points	B-	69.9 – 60 points	D
89.9 – 87 points	B+	79.9 – 76 points	C+	59.9 – 0 points	F

<i>Assignment</i>	<i>Total Points</i>	<i>Due Date</i>
Case Memo 1	10	January 31
Case Memo 2	10	February 28
Professionalism & Accountability Statement	20	March 21
Public Service Career Biography	30	April 4
Case Memo 3	10	April 18
Take-Home Final Exam	20	May 2

*Case Study Memos:* Memos are written by public managers to analyze problems and to recommend courses of action for public service organizations. These short writing exercises challenge students to offer concise reflection on a problem. Students will refine their memo writing skills in this class by completing three case study reaction memos. Details for the assignments are summarized in an assignment information sheet found in the E-Learning Commons. The assignment information sheet contains the rubric that will be used to evaluate all three memos. During the first and second week of class, we will review memo writing strategies and resources to guide professional memo writing.

*Professionalism & Accountability Statement:* As part of our efforts to reflect upon public service values and professionalism in public service, students will write a personal statement on professionalism and accountability, no more than 800 words in length. The assignment information sheet provides students with additional guidance regarding formatting and required citations to the public administration and policy literature. This is a credit/no-credit exercise contributing 20 points to the final grade. Students may be asked to revise their submission before credit is granted for the exercise. Students may think of this exercise as a document that contributes to a professional portfolio, illustrating their expertise in the field.

*Public Service Career Biography:* In order to foster our thinking about the role of public service in American democracy, students will write a public service career biography of someone currently working in the public or non-profit sector. Students are advised to select a subject with senior management and leadership responsibility in the type of job to which the student aspires. Each student will prepare a written biography of their selected public servant, addressing specific questions based on the assignment information sheet. Students will share their reflections in a series of sort in-class presentations.

*Take-Home Final Exam:* A take-home final exam will be distributed to students at our final class meeting. The exam is due online through the E-Learning Commons at 6:30 PM EDT on Thursday, May 2, 2019. The exam will contain four questions. Students will select two questions to answer. Students should allocate about four hours of time to the exam and write no more than four pages (double-spaced) per question for a total of no more than eight pages. Additional instructions will be provided on the exam document.

## **Expectations and Guidelines**

All of the University's expectations for your conduct as a student apply in this class.

*Academic Honesty:* As a University of Georgia student, you have agreed to abide by the University's academic honesty policy, "A Culture of Honesty," and the Student Honor Code. All academic work must meet the standards described in "A Culture of Honesty" found at: <https://honesty.uga.edu/Academic-Honesty-Policy/>. Lack of knowledge of the academic

honesty policy is not a reasonable explanation for a violation. Questions related to course assignments and the academic honesty policy should be directed to the instructor.

*Plagiarism:* Our capacity to learn and synthesize knowledge within the public administration profession depends upon our ability to build on the foundation of existing knowledge and research. Recognizing and documenting the work of others is critical for all students, but especially for graduate students. When writing, students must take great care in how they reference ideas and information sources. Never use someone else's words or ideas in your writing without proper attribution. Serious penalties exist for academic misconduct and plagiarism. Students should read and be familiar with the following resources:

- UGA Academic Honesty Policy: Plagiarism  
[https://honesty.uga.edu/Academic-Honesty-Policy/Prohibited\\_Conduct/](https://honesty.uga.edu/Academic-Honesty-Policy/Prohibited_Conduct/)
- UGA Libraries Research Guide: Writing and Citing  
<http://www.libs.uga.edu/researchguide/writing/index.html>

*Electronic Devices:* Turn off all phones and other electronic noise-making devices while you are in the classroom. Save text messages and emails for the break or after class. Laptop computers or tablets may be used for taking notes, but students must refrain from participating in any online activities during class. Before using electronic devices with online access in class, students should be aware of the learning distractions associated with these technologies in the classroom (e.g., <http://tinyurl.com/q7pdtgc>).

*Attendance:* Graduate seminars require active participation. Many public administration students have internships or full-time employment in addition to their class responsibilities. Work obligations are not an acceptable excuse for an absence from class. Participation in class discussion is critical to your graduate education, and attendance must be a priority.

*Class Discussion:* Complete the reading assigned for each class meeting and be prepared for discussion. Make sure everyone has an opportunity for input. We are interested in each person's contribution, so please understand if I ask for brevity or a conclusion to a chain of discussion.

*Late Assignments:* Deadlines have been structured so that the instructor can provide regular and periodic feedback on your understanding and application of the course material. Assignments submitted after the class meeting on the due date will receive a 20 percent point penalty. No late assignments will be accepted two weeks after the deadline or after the final class meeting. No late final exams will be accepted. Students should consult with the instructor about extreme or severe circumstances for which these conditions might be waived.

*Communication with the Instructor:* If you have questions or if there are topics you would like to discuss in greater detail, make use of my office hours or schedule an appointment with me. During office hours and periodically, I will also be available via Skype. Email is the best method to reach me, and I strive to return email within 24 hours. Make use of these communication resources.

*Disabilities and Accommodations:* If you plan to request accommodations for a disability, please register with the Disability Resource Center. They can be reached by visiting Clark Howell Hall, calling 706-542-8719 (voice) or 706-542-8778 (TTY), or by visiting <http://drc.uga.edu>

*Syllabus and Schedule Changes:* The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary. The instructor will communicate changes in writing through your UGA email account.

## **Schedule**

This schedule outlines the topics and assigned reading for each class. Students should complete all reading, including case studies, before class in order to prepare for our discussion. To develop mastery in public administration, all readings are highly recommended; however, time constraints require that we focus our attention in any given week. Some weeks, teams will be assigned to give their attention to a specific reading for careful attention. When we discuss the topic in class, we will turn to our teams to highlight the most important ideas from the reading and explain the relevance of these ideas to contemporary public administration.

### **Week 1: Approaching the Study of Public Administration (January 10, 2019)**

#### *Classics of Public Administration*

- 39. Public Administration Theory and the Separation of Powers (Rosenbloom)

Opening Discussion: Federal Government Shutdown

### **Week 2: Foundations (January 17, 2019)**

#### *Essentials of Public Service – Chapter 1*

Newbold, Stephanie P. 2010. Toward a constitutional school for American public administration. *Public Administration Review* 70 (4): 538-546. [Team 1]

Cook, Scott A. and William Earle Klay. 2015. George Washington's precedents: The institutional legacy of the American Republic's founding public administrator. *Administration & Society* 47 (1): 75-95. [Team 2]

Stivers, Camilla. 1995. Settlement women and bureau men: Constructing a usable past for public administration. *Public Administration Review* 55 (6): 522-529. [Team 3]

### **Week 3: The Evolution of Public Administration Priorities (January 24, 2019)**

#### *Classics of Public Administration*

- 5. The Study of Administration (Wilson) [All students]
- 7. Problems of Municipal Administration (Addams) [Team 1]
- 11. Introduction to the Study of Public Administration (White) [Team 1]
- 18. The Proverbs of Administration (Simon) [Team 2]
- 19. The Administrative State Revisited (Waldo) [Team 2]
- 29. Toward a New Public Administration (Frederickson) [Team 3]
- 45. Toward a Feminist Perspective in Public Administration Theory (Strivers) [Team 3]
- 48. From Red Tape to Results (National Performance Review) [Team 4]
- 50. Information Technology and Democratic Governance (Nye) [Team 4]

## **Week 4: The Public & Public Service (January 31, 2019)**

*Essentials of Public Service – Chapter 2*

*Classics of Public Administration*

- 27. Administrative Decentralization and Political Power (Kaufman)
- 37. Street-Level Bureaucracy (Lipsky)

Case Study Discussion: The Case of the South Park Bridge

## **Week 5: The Manager & Decision Making (February 7, 2019)**

*Essentials of Public Service – Chapters 3*

*Classics of Public Administration*

- 21. The Science of “Muddling Through” (Lindblom)
- 31. Systematic Thinking for Social Action (Rivlin)

Bendor, Jonathan. 2015. Incrementalism: Dead yet flourishing. *Public Administration Review* 75 (2): 194-205. [Recommended]

Case Study Discussion: Devising State Policy on Compact Fluorescent Lamps

## **Week 6: Organizations and Management (February 14, 2019)**

*Essentials of Public Service – Chapter 4*

*Classics of Public Administration*

- 8. Scientific Management (Taylor) [Team 1]
- 12. The Giving of Orders (Follett) [Team 2]
- 14. Notes on the Theory of Organization (Gulick) [Team 3]
- 25. The Lifecycle of Bureaus (Downs) [Team 4]

In-Class Exercise: Where do we put the sustainability office?

## **Week 7: Engaging the Public Sector Workforce (February 21, 2019)**

*Essentials of Public Service – Chapter 5*

*Classics of Public Administration*

- 20. Theory Y: The Integration of Individual and Organizational Goals (McGregor)
- 44. From Affirmative Action to Affirming Diversity (Thomas)

Guy, Mary Ellen and Meredith A. Newman. 2004. Women’s jobs, men’s jobs: Sex segregation and emotional labor. *Public Administration Review* 64 (3): 289-298. [Recommended]

Case Study Discussion: TBA

## **Week 8: Budgets & Financial Management (February 28, 2019)**

*Essentials of Public Service – Chapter 6 & 9*

*Classics of Public Administration*

- 9. The Movement for Budgetary Reform in the States (Willoughby) [Team 1]
- 26. Rescuing Policy Analysis from PPBS (Wildavsky) [Team 2]
- 38. Public Budgeting Amidst Uncertainty and Instability (Caiden) [Team 3]

Case Study Discussion: Defining Equity: Implementing The Weighted Student Formula in Chicago Public Schools

## **Week 9: Transparency (March 7, 2019)**

*Essentials of Public Service – Chapter 10*

Porumbescu, Gregory A. 2015. Using transparency to enhance responsiveness and trust in local government: Can it work? *State and Local Government Review* 47 (3): 205-213.

Roberts, Alasdair. 2006. *Blacked Out: Government Secrecy in the Information Age*. New York: Cambridge University Press. Pg. 199-227.

In-Class Exercise: FOIA Management

## ***SPRING BREAK – March 19, 2019 – NO CLASS MEETING***

## **Week 10: Public Integrity & Ethical Conduct (March 21, 2019)**

*Essentials of Public Service – Chapter 13*

*Classics of Public Administration*

- 33. Watergate: Implications for Responsible Government (Mosher et al.)
- 51. Unmasking Administrative Evil (Adams & Balfour)
- 52. The Ethics of Dissent: Managing Guerilla Government (O’Leary)

In-Class Exercise: Review of ICMA and ASPA Ethics Codes

## **Week 11: Policy Analysis & Politics (March 28, 2019)**

*Essentials of Public Service – Chapter 8*

*Classics of Public Administration*

- 24. Policy Analysts: A New Professional Role in Government Service (Dror) [Team 1]
- 30. Dilemmas in a General Theory of Planning (Rittel & Weber) [Team 2]
- 32. The Implementation Game (Bardach) [Team 3]
- 40. Agendas, Alternatives, and Public Policies (Kingdon) [Team 4]

Case Study Discussion: Advocating for Immigrant Integration

## **Week 12: No Class Meeting (April 4, 2019)**

Class will not meet this week because the instructor will be out of town for a NASPAA site visit. Use your time this week to complete your public manager career profile assignment. The assignment must be submitted through the E-Learning Commons by 6:30 PM on April 4.

## **Week 13: Contracting, Collaboration & IGR (April 11, 2019)**

*Essentials of Public Service – Chapter 11*

*Classics of Public Administration*

- Intergovernmental Relations: An Analytical Overview (Wright) [Team 1]
- American Federalism: Madison's Middle Ground in the 1980s (Derthick) [Team 2]
- Inside Collaborative Networks (Agranoff) [Team 3]

Case Study: The Whittier Sewer Project: The Promise and Peril of Collaboration

## **Week 14: Government Performance and Public Value (April 18, 2019)**

*Essentials of Public Service – Chapter 14*

*Classics of Public Administration*

- 49. Using Performance Measures in the Federal Budgeting Process (U.S. CBO)
- 54. Public Value: Theory and Practice (Benington & Moore)

Case & Discussion Exercise: Communicating with Performance Measures

## **Week 15: Conclusions – Developing Public Administration Competencies (April 25, 2019)**

*Essentials of Public Service – Chapter 15*

In-Class Exercise: MPA Program Competency Review

## **Week 16: Final Examination (May 2, 2018)**