

# PUBLIC ADMINISTRATION & DEMOCRACY (PADP 6910)

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## Course Instructor:

**Dr. George A. Krause**  
 280G Baldwin Hall (Athens PADP Office)  
 (706) 542-2884 (Athens PADP Office Phone)  
 (706) 583-0610 (Athens PADP Office Fax)  
[gkrause@uga.edu](mailto:gkrause@uga.edu) (E-mail)

## 2019 FALL SEMESTER

**Monday: 6:50pm-9:50pm**  
 102 Baldwin (Class Location)  
**Monday: 2:30pm-4:30pm**  
 (Scheduled Office Hours)  
 Or by Mutual Appointment

## COURSE DESCRIPTION

What role does public administration serve in a democracy? What challenges do public administrators confront as ‘governance agents’? How can public administration be designed to perform better? These questions are of fundamental importance to how we as a society govern ourselves through the use of institutions and rules to guide both private and public behavior. This course is intended to wrestle with these questions from the perspective of public administration & administrators.

Specifically, PADP 6910 serves as an introductory ‘gateway’ graduate-level course for MPA students in the program. The contents of this course will thus constitute a broad, encompassing overview of content covered in several specialized courses in the MPA graduate course curriculum. Although the course has no formal prerequisites nor assumes any previous background in public administration, it does require that students are willing to engage in linking theoretical concepts to practical applications from this field from a social scientific perspective. The aim is for students to sharpen their analytical skills for thinking through the types of problems that are encountered in public administration. Students analytical skills consonant with the objectives of this course (see **Course Objectives** below) will be enhanced through assigned readings, class discussion, in-class group team sessions and presentations, case study-based policy memos, and a systematic analysis of a public administrator by both writing and presenting a biography of that individual.

## COURSE OBJECTIVES

1. *Understand the role of public administration within a democracy – and the various tensions and tradeoffs that this entails for both governance and representation.*
2. *Mastering the application of various theories of administrative processes (e.g., normative and positive democratic theories, organizational theories, personnel theories, and decision-making theories) to substantive problems encountered by public administrators.*
3. *Obtain a broad understanding of the various components of public administration: the functions of government; accountability; the challenges confronting public bureaucracies operating in a democratic environment of separated and shared powers possessing a diverse array of interests; the personnel function (political appointees versus civil servants distinction, human capital theory and bureaucratic performance); policymaking & implementation (decision-making processes, budgeting, implementation, regulation & the courts, and political guidance & oversight).*

The attainment of these course objectives will occur through assigned readings, class session lectures & discussions, team-based in-class projects, and solo out-of-class projects.

## **MPA PROGRAM CORE COMPETENCIES SATISFIED IN THIS COURSE**

### **Competency 1: To Lead and Manage in Public Governance.**

Students will learn the implications of the unique political and legal environment in the public sector and its human management implications. They will be able to understand the importance and dynamics of working in groups or teams to make collaborative decisions, incorporate diverse viewpoints, and create a cohesive and professional product. Furthermore, students will be equipped to identify leadership and management demands across sectors, particularly in the public and nonprofit sectors, including their similarities and differences as well as unique intergovernmental and inter-organizational challenges.

### **Competency 2: To Participate in the Public Policy Process.**

Students in the Master of Public Administration program at The University of Georgia will understand the public policy process at the federal, state, and local levels, including formulating, implementing, and evaluating policy. They will develop the ability to interpret and persuasively communicate information regarding policy alternatives through memoranda and presentations. Additionally, students will analyze policy alternatives using quantitative and qualitative tools to evaluate decisions and explain potential ramifications for diverse constituencies. They will learn to manage financial resources and develop a comprehensive budget proposal to achieve organizational goals.

### **Competency 3: To Analyze, Synthesize, Think Critically, Solve Problems and Make Decisions.**

Students in the Master of Public Administration program at The University of Georgia will utilize various methods and analytical tools to analyze and interpret data to provide effective reasoning for decision-making and policy creation. Students will learn to effectively and concisely inform the public and other stakeholders of decisions and initiatives through the presentation of data and research findings. Furthermore, they will produce policy papers involving the synthesis of information, evaluation, and analysis of critical questions or problems currently facing the field of public administration and policy.

### **Competency 4: To Articulate and Apply a Public Service Perspective.**

Students in the Master of Public Administration program at The University of Georgia will understand and appreciate the intellectual history of American public administration, competing ideological frameworks, and major issues or controversies that have emerged over time. They will learn to apply the profession's code of ethics to decisions and value conflicts unique to the public sector, ensuring practices remain accountable and transparent. Moreover, students will demonstrate an appreciation of the complex legal/political/fiscal environment of public management.

### **Competency 5: Communicating with a Diverse Workforce and Citizenry.**

Students will exhibit knowledge of principles and practices associated with effective public personnel management. Such skills will include the ability to recognize, consider, and respect differing points of view in administrative and policy decisions. Students will execute specific strategies to enhance equity within and representativeness of the public workforce to ensure all people within a government's jurisdiction are well served. Finally, students will demonstrate an appreciation for diversity and will be able to work productively in teams by displaying composure, professionalism, and effective communication skills.

## CLASS STRUCTURE

- **Lecture/Discussion:** 6:50pm – 7:45pm (Approximately 55 minutes)  
*Instructor Overview:* Relevant Concepts in Assigned Readings & Related Material
- **Case Study Team Group Sessions:** 7:45pm – 8:30pm (Approximately 45 minutes)  
*Student Teams:* Develop Group Presentation Based on Assigned Case Study
- **Case Study Presentations:** 8:30pm – 9:50pm (Approximately 80 minutes)  
*Student Presentation and Audience 'Follow-Up' Discussion:* Student Presenter makes a five (5) minute Power Point Presentation (5 content slides) of their group's assigned case study, followed by five (5) minutes of Audience Q &A Discussion.

## REQUIRED TEXTS

Donald F. Kettl. 2018. *The Politics of the Administrative Process*. Seventh Edition. Beverly Hills, CA: Sage-CQ Press. (Paperback Edition)

Richard J. Stillman. 2010. *Public Administration: Concepts and Cases*. Ninth Edition. Boston, MA: Cengage Learning. (Paperback Edition)

## CLASSROOM DISRUPTION POLICY

Students are not permitted to use cell phones, laptops, or any other electronic devices that may reduce attention towards the tasks performed in the classroom setting. This means that students will not be able to use these various devices, except for assigned tasks during classroom sessions (e.g., PowerPoint during Team Case Study Work Sessions & Presentations). Also, it is important to maintain a healthy learning environment so that everyone can feel free to participate. All members of the class are expected to behave in both a respectful and civil manner towards one another.

## STUDENTS WITH DISABILITIES

If you have a disability for which you are or may be requesting an accommodation, you are encouraged to contact both your instructor and the Disability Resource Center, Clark Howell Hall at UGA Athens campus (<https://drc.uga.edu/>) within the first two weeks of the term so that accommodations can be investigated on your behalf. Disability Resource Center will verify your disability and determine reasonable accommodations for this course.

## ACADEMIC HONESTY

Cheating, plagiarism, and unauthorized assistance will not be tolerated. Students suspected of violating the University of Georgia's *Academic Honesty Policy* (<https://honesty.uga.edu/Academic-Honesty-Policy/>) will be required to participate in the outlined procedural process as initiated by the instructor. A minimum sanction of a zero score (F grade) for any given assignment, and possibly an F course grade, will be imposed.

## REQUIRED ASSIGNMENTS

### (1) Public Administrator Career Biography: 25% (15%: Written; 10% Presentation)

Each student will be required to author **no longer** than an eight (8) page, excluding title page (double-spaced, 1 inch margins, Times New Roman 12 point font) biography of a public administrator (including non-profits) whose work is relevant to their own, but also someone they do not know particularly well (or perhaps at all) and seek to get to know better and learn more about. ***“Close ties” in professional organizations or networks are not permitted.*** Those whose PA biography subjects are approved first by me will be assigned to them. No multiple biographies on the same individual will be permitted under any circumstances.

- **Send via e-mail to me ([gkrause@uga.edu](mailto:gkrause@uga.edu)) the (1) Name of Person, (2) Title, (3) Organization/Agency/Department that is the subject of your biography by no later than Tuesday September 10, 2019 at 3:00pm. The final version of this paper must be electronically submitted in WORD format no later than Monday October 28, 2019 at 5:00pm. *Failure to meet each of these respective deadlines will result in a grade reduction of one full letter grade on this assignment per missed day for each deadline.***
- The subject must be a current, active employee of a governmental agency, institution, or non-profit. These individuals can be either appointed or career civil servants at any level of government. The individual profiled must agree to serve as a subject and offer their permission that the content of the interview will be information shared with the entire class. *Only those public administrators who grant formal permission to be a subject, and also either provide or permit access to a resume or bio will be permitted for purposes of this assignment. It will be the responsibility of the student to both obtain and submit proof of formal permission from the subject to the instructor.*
- Students are responsible for setting up and conducting an interview with their subject. This can be done in person, via Skype (or other video conferencing means), or phone. Please no e-mail interviews will be permitted.
- In advance, each student should come up with a list of open-ended questions that focus on the following issues of interest and submit to the public administrator at least three (3) business days before your scheduled interview:
  - Why did the individual choose a career in public service?
  - How did they get there (in terms of formal educational training and previous non-professional and professional experiences)?
  - What is the agency’s mission, values, and vision? What role do they play in furthering them?
  - What lessons or insights that they view are key “takeaway points” that they have learned along the way as a public administrator?

- What skills and attributes do they deem most critical for the next generation of public administrators?
- Please ask the interview subject whether they would be comfortable with you taking notes during the interview session. If they are not, then please refrain from taking notes during your interview session and allot time immediately following this session to pen every comment that you can recall afterwards.
- The written essay should be broken into sections based upon the bulleted query headings noted above. *I strongly encourage students to link relevant insights obtained from the assigned readings and class room lecture, discussions, and group projects applied to your public administrator.* The public administrator’s own resume or bio must be submitted with the student’s own paper.
- The PowerPoint Oral Presentation should follow the outline of the major topic headings of the interview and paper. Each student will have a **maximum of five (5) minutes** to present their public administrator biography. Power Point slides should be limited to anywhere between 5–7 content slides. Students can place additional “Note” content underneath the slide so that it is visible only to themselves during the presentation. Each presentation will be followed by a maximum of five (5) minutes of Q&A.

## (2) A Pair of Case Study-Based Policy Memos: 25% (12.5% Per Assignment)

The instructor will provide a choice of three case studies from the Stillman textbook for students to choose one among to serve as the basis for each case study policy memo ‘take home’ assignment. The case study memo will entail:

- (1) converting a case study into “policy memo” form;
- (2) effective application of relevant theoretical concepts to the substance of the case study;
- (3) a maximum of five (5) double-spaced pages (including references – single page maximum)

*Students are prohibited from working with classmates on these assignments. Any questions should be directed towards the instructor.* The Stillman case studies are being chosen for these particular assignments since are more-in depth than the Kettl case studies covered in-class as ‘teams’, thus requiring students to distill content from a longer, narrative case study format into a more succinct and analytical policy memo format. This will assist students learning how to digest and condense longer reports by providing ‘value-added’ in terms of incorporating their own analysis and insights. There is considerable content online that provide excellent guidance on how to write an effective policy memo. For an excellent overview of the process of penning a policy memo, University of Michigan’s Ford School of Public Policy has this wonderful and easy to follow chart of the process (<http://fordschool.umich.edu/writing-center/policy-writing-overview>). Additional resources on how to get started and tackle writing a policy memo include the Harvard Kennedy School’s “How To Write a Policy Memo” by Lauren Brodsky ([https://projects.iq.harvard.edu/files/hks-communications-program/files/lb\\_how\\_to\\_write\\_pol\\_mem\\_9\\_08\\_17.pdf](https://projects.iq.harvard.edu/files/hks-communications-program/files/lb_how_to_write_pol_mem_9_08_17.pdf)); plus a modified version of a Marie Danziger “Option and Decision Memos” from HKS (1988) adapted by Luciana Herman employed at Stanford Law School (<https://www-cdn.law.stanford.edu/wp-content/uploads/2015/04/Policy-Memo-Guidelines-2.pdf>).

In addition, Bob Behn offers some additional terrific tips making word and sentence choices count for maximum effect ([https://shorensteincenter.org/wp-content/uploads/2012/07/Behn-Craft-of-Memo-Writing-2013-3rev8\\_26\\_13.pdf](https://shorensteincenter.org/wp-content/uploads/2012/07/Behn-Craft-of-Memo-Writing-2013-3rev8_26_13.pdf)). Additional tips on writing policy memos can be found via NYU Wagner School: (<https://wagner.nyu.edu/files/students/NYU%20Wagner%20Memo%20About%20Memos.pdf>). An excellent primer on the types of data visualization/graphics that can be used in a memo or presentation was authored by Jonathan Schwabish (2014: *Journal of Economic Perspectives* <http://pubs.aeaweb.org/doi/pdfplus/10.1257/jep.28.1.209>), and the means to implement them on your own in Stata statistical software package for those interested (<http://data.princeton.edu/stata/graphics.html>).

***Late Assignments will be penalized one full letter grade for each assignment per day late (starting at the assigned deadline date and time duly noted in the course syllabus).***

### **(3) In-Class Team-Based Case Study Projects: 50%**

Each student will be graded as a contributing member of a team that will work on in-class group projects. These projects will be assigned to groups from the shorter case studies appearing in the Kettl textbook at the beginning of the course. Students are required to take rotating/'round-robin' style turns presenting for their group. Active participants in the group receive the same grade based on the caliber of their work output reflected in the content of the presentation – inactive team members and unexcused team members will receive an F grade (0.0) per sessions inactive/missed. All group members are required to actively and effectively contribute to the groups' output for every session. ***All assigned teams are final, unless deemed necessary for educational purposes at the discretion of the instructor.***

State The Case Study: What is the Problem That Necessitated Action?

- Process(es) of Handling the Matter
- Problems, Challenges, Obstacles (Both in the Present and Beyond)
- Successes/Achievements (or lack thereof)
- Implications/Lessons Learned for the Future

Students are required to integrate theoretical concepts into the substantive of the case studies to link theory with practice and/or practical suggestions/guidance for public administrators. Students who are absent or miss class with an **excused absence** will have their grade be weighted based on the assignments that they both attend and participate. **Unexcused absences** will be awarded a score of 0.0 (F) on missed assignments. The instructor will determine classification of absences (i.e., excused or unexcused) based on verifiable documentation from an appropriate professional given the reason for the class session absence.

***NOTE:*** *Since there are only seven (7) presentations during the semester and four (4) members per team, one student per team will only get to present their team's project once during the semester.*

## GRADING SCALE

I will grade items on a letter/point system, and each item will be weighted by the proportion noted above:

Letter Grade	Points	Letter Grade	Points
A+	4.25	B-/C+	2.50
A+/A	4.125	C+	2.25
A	4.00	C	2.00
A/A-	3.875	C-	1.75
A-	3.75	C-/D+	1.50
A-/B+	3.50	D+	1.25
B+	3.25	D	1.00
B	3.00	D-	0.75
B-	2.75	F	0.00

Students final course grade will be based on a weighted average of the Points Per Assignment multiplied by its Weight/Contribution to their final course grade outlined in the preceding content in the course syllabus. The “in-between” grades on individual assignments are designed to the benefit of students to minimize rounding effects. Because the final grade distribution is based on a series of assignments (as opposed to a single item), the final course grade distribution based on your weighted course average from all assignments is given below as follows (*with no rounding up*):

### FINAL COURSE GRADE DISTRIBUTION (BASED ON WEIGHTED COURSE AVERAGE: ALL ASSIGNMENTS)

Letter Grade	Points	Letter Grade	Points
A (+)*	4.00 – 4.25	C+	2.50 – 2.74
A	3.75 – 3.99	C	2.25 – 2.49
A-	3.50 – 3.74	C-	2.00 – 2.24
B+	3.25 – 3.49	D+	1.75 – 1.99
B	3.00 – 3.24	D	1.50 – 1.74
B-	2.75 – 2.99	D-	1.25 – 1.49
		F	0.00 – 1.24

## PADP 6910 FALL 2019 COURSE SCHEDULE

Session	Date	Course Topics/Subject Material	Required Readings (Prior to Class Session)
1	8/19/2019	Course Syllabus/Objectives/Expectations & Course Overview	<i>No Assigned Readings</i>
2	8/26/2019	Accountability & Government's Functions in a Democracy	<i>Kettl (pp. xxviii –57); Stillman (Chapter 1)</i>
	<b>9/2/2019</b>	<b>LABOR DAY HOLIDAY (NO CLASS)</b>	<i>No Assigned Readings</i>
3	9/9/2019	The Role of Public Administration in a Democracy & Applying Organizational Theory to Public Administration	<i>Kettl (pp. 58-82;83-117) Stillman (Chapters 15; 2)</i>
4	9/16/2019	Executive Branch: Politics and Administration & Accountability and Politics	<i>Kettl (pp. 118-143;390-416) Stillman (Chapters 7; 4)</i>
5	9/23/2019	Organizational Problems: Challenges and Obstacles & Administrative Reform	<i>Kettl (pp. 144-171, 172-199) Stillman (Chapter 13)</i>
6	9/30/2019	<b>CASE STUDY → POLICY MEMO WORKSHOP # 1</b>	<b>TBA</b>
	<b>10/7/2019</b>	<b>CASE STUDY → POLICY MEMO # 1 DUE: 5:00pm</b>	<i>No Assigned Readings</i>
7	10/7/2019	The Personnel Function: Civil Service & Human Capital	<i>Kettl (pp. 201-231, 232-263) Stillman (Chapter 11)</i>
8	10/14/2019	Decision Making in Public Organizations & Budgetary Process and Outcomes	<i>Kettl (pp. 265-295; 296-325) Stillman (Chapters 8; 12)</i>
9	10/21/2019	<b>PUBLIC ADMINISTRATOR BIOGRAPHY WORKSHOP</b>	<i>No Assigned Readings</i>
	<b>10/28/2019</b>	<b>PUBLIC ADMINISTRATOR BIOGRAPHY ESSAY DUE: 5:00pm</b>	<i>No Assigned Readings</i>
10	10/28/2019	Implementation and Performance & Regulation and the Courts	<i>Kettl (pp. 326-360, 361-389) Stillman (Chapters 9; 10)</i>
11	11/4/2019	<b>CASE STUDY → POLICY MEMO WORKSHOP # 2</b>	<b>TBA</b>
	<b>11/11/2019</b>	<b>CASE STUDY → POLICY MEMO # 2 DUE: 5:00pm [NO CLASS]</b>	<i>No Assigned Readings</i>
12	11/18/2019	<b>GROUP 1 PRESENTATIONS: CAREER PUBLIC ADMINISTRATOR BIOGRAPHIES</b>	<i>No Assigned Readings</i>
13	11/25/2019	<b>GROUP 2 PRESENTATIONS: CAREER PUBLIC ADMINISTRATOR BIOGRAPHIES</b>	<i>No Assigned Readings</i>
14	12/2/2019	<b>MAKE-UP CLASS SESSION (IF NECESSARY)</b>	

**Blue-shaded** refers to no class session on that date, but assignment must be electronically submitted to the instructor by no later than the specified date and time. **Red-shaded** refers to no class session on that date, no assignments due. **Yellow-shaded** refers to a class session workshop on that date designed to assist students with upcoming assignments. **Green-shaded** refers to class session on that date, plus an assignment is due.