

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

**FALL 2019**

*University of Georgia  
School of Public and International Affairs  
Department of Public Administration and Policy*

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Class Schedule:       Wednesdays, 6:50 PM to 9:50 PM  
Class Location:       Baldwin Hall 102  
Office Hours:         Tuesdays, 1:15 PM to 3:00 PM, and by appointment

*“We conclude, then, that the purpose of the democratic state is the free reconciliation of group interests and that the attainment of this end necessitates the development of a great administrative machine. Thus, paradoxical as it may seem to Jeffersonian Democrats, the liberal democratic state must be sustained by a huge bureaucracy. This viewpoint, however, has not won general acceptance.”*

E. Pendleton Herring (1936)

*“The question is this: Are students of public administration trying to solve the problems of human cooperation on too low a plane?”*

Dwight Waldo (1948)

*“Thus the reality of bureaucratic politics is both good and bad. At best, bureaucratic politics allows career public servants the discretion to make sense out of their day-to-day challenges, to act in a way that they deem is fair, just, and equitable. At worst, bureaucratic politics is a form of arrogance that allows public servants to act according to their own whims, perhaps to stereotype, and to invest ways of dealing with public policy challenges that may or may not comport with the will of the people.”*

Rosemary O’Leary (2006, pg. 14)

### **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 public administration is concerned with the delivery of public services in a manner accountable to a democratic society. 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 how 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 is posted in a folder in 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                  | September 11    |
| Case Memo 2                                | 20                  | October 9       |
| Professionalism & Accountability Statement | 10                  | October 30      |
| Case Memo 3                                | 20                  | November 13     |
| Public Service Career Biography            | 20                  | November 20     |
| Take-Home Final Exam                       | 20                  | December 7      |

*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 10:00 PM EST on December 7, 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 detailed attention to a specific reading. 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 (August 14, 2019)**

#### *Classics of Public Administration*

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

### **Week 2: History & Foundations (August 21, 2019)**

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

#### *Classics of Public Administration*

- 5. The Study of Administration (Wilson)

Lynn, Laurence E., Jr. 2013. America's "broken government": What would James Madison say? *Administration & Society* 45 (5): 610-624. [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: Public Administration as a Project of Reform (August 28, 2019)**

#### *Classics of Public Administration*

- 13. Bureaucracy and the Public Interest (Herring)
- 27. Administrative Decentralization and Political Power (Kaufman)
- 48. From Red Tape to Results (The National Performance Review)
- 50. Information Technology and Democratic Governance (Nye)

In addition to the assigned reading, students should review recent media coverage and/or government documents and reflect upon how government reform is being discussed today.

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

*Essentials of Public Service – Chapter 2*

Bovaird, Tony. 2007. Beyond engagement and participation: User and community coproduction of public services. *Public Administration Review* 67 (5): 846-860.

*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

*Note: Use this case to write case study memo #1.*

## **Week 5: Professionalism & the Public Manager (September 11, 2019)**

*Essentials of Public Service – Chapters 3*

*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]

## **Week 6: Decision Making (September 18, 2019)**

*Essentials of Public Service – Chapter 3*

*Classics of Public Administration*

- 21. The Science of “Muddling Through” (Lindblom) [Team 1]
- 30. Dilemmas in a General Theory of Planning (Rittel & Weber) [Team 2]
- 31. Systematic Thinking for Social Action (Rivlin) [Team 3]

Case Study Discussion: How A City Slowly Drowned

## **Week 7: The Public Sector Workforce (September 25, 2019)**

*Essentials of Public Service – Chapter 5*

*Classics of Public Administration*

- 44. From Affirmative Action to Affirming Diversity (Thomas)

Mead, Joseph. 2018. Public employee speech rights: Survey of recent trends. *Review of Public Personnel Administration*. Online First: <https://doi.org/10.1177%2F0734371X18816752>

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: Hiring a Sustainable Development Specialist

*Note: Use this case to write case study memo #2.*

## **Week 8: Budgeting by Experts & the Public (October 2, 2019)**

*Essentials of Public Service – Chapter 6*

*Classics of Public Administration*

- 9. The Movement for Budgetary Reform in the States (Willoughby)
- 38. Public Budgeting Amidst Uncertainty and Instability (Caiden)

### Comparative Discussion of Participatory Budgeting

de Sousa Santos, Boaventura. 1998. Participatory budgeting in Porto Alegre: Toward a redistributive democracy. *Politics & Society* 26 (4): 461-510.

Franklin, Aimee L., Alfred T. Ho, and Carol Ebdon. 2009. Participatory budgeting in Midwestern states: Democratic connection or citizen disconnection? *Public Budgeting & Finance* 29 (3): 52-73.

He, Baogang. 2011. Civic engagement through participatory budgeting in China: Three different logics at work. *Public Administration and Development* 31 (2): 122-133.

## **Week 9: Transparency (October 9, 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.

Ellington, Thomas C. 2019. Transparency under Trump: Policy and prospects. *Public Integrity* 21 (2): 127-140.

## **Week 10: No Class Meeting (October 16, 2019)**

Class will not meet today because the instructor is attending the annual meeting of the Network of Schools of Public Policy, Affairs and Administration (NASPAA). Use this time to complete your public/non-profit manager biography paper.

## **Week 11: Policy Process & Advocacy (October 23, 2019)**

*Essentials of Public Service – Chapter 8*

*Classics of Public Administration*

- 32. The Implementation Game (Bardach)
- 40. Agendas, Alternatives, and Public Policies (Kingdon)

Case Study Discussion: Changing Mandatory Drug Sentencing Laws on the Federal and State Levels



## **Week 12: Ethics (October 30, 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 13: Contracting and Third Party Government (November 6, 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: Cross-Sector Collaboration and Urban Revitalization in Buffalo, NY

*Note: Use this case for case study memo #3.*

## **Week 14: Government Performance and Public Value (November 13, 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)

## **Week 15: Conclusions – Developing Public Administration Competencies (November 20, 2019)**

*Essentials of Public Service – Chapter 15*

In-Class Exercise: MPA Program Competency Review

## **Week 16: Take-Home Final Examination**

Your exam must be submitted through the E-Learning Commons by 11:00 PM EST on Saturday, December 7, 2019.