

PADP 6910: Public Administration & Democracy

SPRING 2020

*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 – 6:15 PM
Class Location: Baldwin Hall 102
Office Hours: Tuesdays, 1:00 PM to 2:30 PM; and by appointment

“...a government ill executed, whatever it may be in theory, must be, in practice, a bad government.”

Alexander Hamilton, Federalist 70

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. 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 and assignments.

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*, 8th 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>
Values & Accountability Statement	10	January 23
Case Memo 1	10	February 6
Case Memo 2	20	March 5
Case Memo 3	20	April 16
Public Service Career Presentation	10	Assigned Dates
Take-Home Final Exam	30	April 30

Public Service Values & 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 10 points to the final grade. Students may think of this exercise as a

document that contributes to a professional portfolio, illustrating their expertise in the field. Students are encouraged to maintain this as a working document, revising the content through the semester as new ideas are encountered.

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.

Public Service Career Presentation: In order to foster our thinking about the role of public service in American democracy, students will conduct an interview with an experienced manager in the public or non-profit sector. Students will create a short presentation for their colleagues in class to introduce the manager and share insights on public service. The interview questions and presentation are structured around key MPA program competencies. The assignment information sheet on ELC contains additional instructions and the evaluation rubric for the presentation. Students will sign up for presentation dates in class.

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 6:15 PM EDT on April 30, 2020. The exam will contain four questions. One question will be required and students will select one of the remaining three 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/

- 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 course work requires 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. Appointments should be scheduled through the Calendly link on the syllabus; however, if the available meeting times do not align with your schedule, contact me by email so that we can identify a good meeting time.

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.

Week 1: Approaching the Study of Public Administration (January 9, 2020)

Classics of Public Administration

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

Lewis, Carol W. 2006. In pursuit of the public interest. *Public Administration Review* 66 (5): 694-701.

Week 2: History & Foundations (January 16, 2020)

Essentials of Public Service – Chapter 1

Classics of Public Administration

- 5. The Study of Administration (Wilson)

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.

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

Week 3: Public Administration as a Project of Reform (January 23, 2020)

Classics of Public Administration

- 13. Bureaucracy and the Public Interest (Herring)
- 14. Notes on the theory of organization (Gulick)
- 36. Public and private management (Allison)
- 45. Toward a feminist perspective in public administration theory (Stivers)
- 48. From Red Tape to Results (The National Performance Review)
- 50. Information Technology and Democratic Governance (Nye)

Ventriss, Curtis, James L. Perry, Tina Nabatchi, H. Brinton Milward, and Jocelyn M. Johnston. 2019. Democracy, public administration, and public values in an era of estrangement. *Perspectives on Public Management and Governance* 2 (4): 275-282.

Week 4: The Public & Public Service (January 30, 2020)

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 (February 6, 2020)

Essentials of Public Service – Chapters 3

Classics of Public Administration

- 12. The Giving of Orders (Follett)
- 25. The Lifecycle of Bureaus (Downs)

Week 6: Decision Making (February 13, 2020)

Essentials of Public Service – Chapter 3

Classics of Public Administration

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

Case Study Discussion: How A City Slowly Drowned

Week 7: The Public Sector Workforce (February 20, 2020)

Essentials of Public Service – Chapter 5

Classics of Public Administration

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

Riccucci, Norma M. 2007. The changing face of public employee unionism. *Review of Public Personnel Administration*. 27 (1): 71-78.

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

Case Study Discussion: Reining in the unions? State employees targeted in Wisconsin, Ohio, and beyond. *Note: Use this case to write case study memo #2.*

Week 8: No Class Meeting (February 27, 2019)

Class will not meet this week because the instructor will be attending a NASPAA site review at another university. Use this time to complete and submit your second case study memo.

Week 9: Budgeting by Experts & the Public (March 5, 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.

Spring Break – March 12, 2020 – No Class

Week 10: Transparency (March 19, 2020)

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 11: Ethics (March 26, 2020)

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 12: Public Administration and the Policy Process (April 2, 2020)

Essentials of Public Service – Chapter 8

Classics of Public Administration

- 24. Policy Analysts: A New Professional Role in Government Service (Dror)
- 40. Agendas, Alternatives, and Public Policies (Kingdon)

Week 13: Federalism, Governance, and Contract Management (April 9, 2020)

Essentials of Public Service – Chapter 11

Classics of Public Administration

- American Federalism: Madison's Middle Ground in the 1980s (Derthick)
- Inside Collaborative Networks (Agranoff)

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 (April 16, 2020)

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 & MPA Competency Reflection (April 23, 2020)

Essentials of Public Service – Chapter 15

In-Class Exercise: MPA Program Competency Review

Week 16: Take-Home Final Examination (April 30, 2020)

Your exam must be submitted through the E-Learning Commons by 6:15 PM EDT on Thursday, April 30, 2020.