

PADP 6910: Public Administration & Democracy
University of Georgia
School of Public and International Affairs
Department of Public Administration and Policy

Fall 2020

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Class Schedule: Thursdays, 7:00 PM to 9:45 PM
Class Location: Baldwin Hall 101D
Office Hours: Meetings will take place by request using Zoom

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

Alexander Hamilton, Federalist 70

Note on COVID-19 Course Modifications: Alterations to class management procedures related to the COVID-19 pandemic are written in red text in this document for easy reference.

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? **This course will be delivered through a hybrid face-to-face/online approach, with students rotating in-class attendance and online asynchronous instruction due to the COVID-19 pandemic.** 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 and extend their professional network by interviewing a professional in the field. 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 an overview of the history of public administration in the United States, and students will discuss how the history of this professional field 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 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 apply theory and concepts from the field to analyze problems and prescribe action for managers and/or policy makers.
- 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.

The primary textbook will be on reserve at the main library; **however, availability is limited due to the check-out guidelines in place during the pandemic. The book may be checked out for three days but will be unavailable for another 72 hours before it can be circulated to the next student. Because of this, I strongly encourage you to purchase or rent the books in order to have consistent access to our class material.**

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>
Case Memo 1	10	September 10
Case Memo 2	20	October 8
Case Memo 3	20	November 12
Public Service Career Presentation	20	December 3
Take-Home Final Exam	30	December 17

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. The presentation will be delivered through a recorded PowerPoint presentation and uploaded to ELC.

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 8:00 PM EST on Thursday, December 17. The exam is worth 30 points. The final exam will include one required question. Students will select two additional questions from among a set of three. The response to the exam questions must cite readings and material from PADP 6910. The written response should be about four pages, double-space for each question. Students should take no more than three hours to complete the final exam.

Expectations and Guidelines

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

Face Coverings: Effective July 15, 2020, the University of Georgia—along with all University System of Georgia (USG) institutions—requires all faculty, staff, students and visitors to wear an appropriate face covering while inside campus facilities/buildings where six feet social distancing may not always be possible. Face covering use is in addition to and is not a substitute for social distancing. Anyone not using a face covering when required will be asked to wear one or must leave the area. Reasonable accommodations may be made for those who are unable to wear a face covering for documented health reasons. Students seeking an accommodation related to face coverings should contact Disability Services at <https://drc.uga.edu/>.

Additional information regarding this guidance can be found online from the Centers for Disease Control and Prevention (CDC): <https://www.cdc.gov/coronavirus/2019-ncov/prevent-getting-sick/cloth-face-cover-guidance.html>

The university has supplied all students with two face masks, and the Department of Public Administration and Policy has supplied an additional mask to incoming MPA students with the assistance of the Graduate School. Please come to class prepared with your face covering for the protection of your colleagues.

Social Distancing: Please maintain at least six feet of distance between you and other individuals in our classroom and on campus. Chairs are marked for occupation or distancing. Please respect these signs. Leave the room in its pre-established set-up and do not move tables or chairs during class. When you enter the room, please respect the space of others and attempt

to move to the back of the classroom, leaving the front for those who enter late. When leaving, please allow those ahead of you to exit to maintain distance. Avoid congregating in the hallways.

Cleaning: Disinfecting your workspace in the classroom is another prudent precaution during the pandemic. The university has provided disinfectant wipe buckets in the hallways. Please obtain supplies before entering the room in order to clean tables, chair arms, and other high-touch surfaces that you will encounter in the classroom. Please wash your hands regularly, including before our class meeting.

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>

Mental Health and Wellness Resources: If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach in the Division of Student Affairs at 706-542-7774 or visit <https://sco.uga.edu>. They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.

- UGA has several resources for a student seeking mental health services (<https://www.uhs.uga.edu/bewelluga/bewelluga>) or crisis support (<https://www.uhs.uga.edu/info/emergencies>).
- If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://www.uhs.uga.edu/bewelluga/bewelluga>) for a list of FREE workshops, classes, mentoring, and health coaching led by licensed clinicians and health educators in the University Health Center.
- Additional resources can be accessed through the UGA App.

Electronic Devices: Silence 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 and Accommodations: Active engagement in the classroom is critical for the success of graduate students; however, this semester brings unique constraints due to health precautions, family and childcare demands, and the potential for illness. You are responsible for staying up to date on class content. If you fall ill, please communicate with the instructor so that we can make appropriate accommodations. If you are unable to attend a face-to-face class session on campus for any reason, view the discussion summary video from the instructor, posted during the second week of the topic module. If health concerns develop and you require an accommodation, please reach out to the instructor and/or the Disability Resource Center (DRC) on campus, as appropriate. The DRC can be reached at drc@uga.edu or 706.542.8719.

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. **Late penalties will not be applied to course work this semester; however, late material will delay feedback and reduce the value you derive from the class. No late material will be accepted after December 5, 2020, and no late final exams will be accepted.**

Communication with the Instructor: If you have questions or if there are topics you would like to discuss in greater detail, schedule an appointment with me through my calendar: www.calendly.com/zeemering. **While I have not scheduled regular office hours this semester, each week I have many time slots available for student meetings. When you schedule with me, you will receive a Zoom meeting link for our conversation.** 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

Our class uses a hybrid online/face-to-face approach to instruction. The course has been organized into two week modules. Students are divided into two groups. During your assigned group's online instruction week, you will view recorded lecture and guest speaker recordings on ELC asynchronously. During your assigned group's face-to-face instruction week, attend class on campus for a case study discussion or application exercise.

Week 1 and Week 14 are exceptions to this structure, with the class time split in half. Please attend class face-to-face at your assigned tie. Additional asynchronous lecture is available online for these weeks.

After the Thanksgiving Break, students will not return to campus. Week 15 content will be provided online and the final exam will be submitted online during Week 16. The instructor will continue to be available for student meetings through Zoom during this time. If you have any questions about this schedule, contact me at eric.zeemering@uga.edu.

Week 1: Approaching the Study of Public Administration (August 20, 2020)

Group A: Attend class in person from 7:00 to 8:15 PM

Group B: Attend class in person from 8:30 PM to 9:45 PM

Classics of Public Administration

- 25. The Lifecycle of Bureaus (Downs)
- 39. Public Administration Theory and the Separation of Powers (Rosenbloom)

Weeks 2/3: Public Administration as Reform

Module 1: August 27 and September 3, 2020

Group A: In-Person August 27; Online September 3

Group B: Online August 27; In-Person September 3

Essentials of Public Service – Chapter 1

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

Peters, B. Guy and Jon Pierre. 2019. Populism and public administration: Confronting the administrative state. *Administration & Society* 51 (10): 1521-1545.

Classics of Public Administration

- 6. Politics and Administration (Goodnow)
- 7. Problems of Municipal Administration (Addams)
- 26. Introduction to the Study of Public Administration (White)
- 15. Report of the President's Committee on Administrative Management (Brownlow)
- 48. From Red Tape to Results (The National Performance Review)
- 53. Inside collaborative networks: Ten lessons for public managers (Agranoff)

Case Study Discussion: Reform at the United States Postal Service

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

Week 4/5: The Public & Public Service

Module 2: September 10 and 17, 2020

Group A: In-Person September 10; Online September 17

Group B: Online September 10; In-Person September 17

Essentials of Public Service – Chapter 2

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

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

- 19. The administrative state revisited (Waldo)
- 27. Administrative decentralization and political power (Kaufman)

In-Class Exercise: Public Engagement and Service Delivery Change during Crisis

DEADLINE REMINDER: Case study memo #1 must be submitted through ELC by 8:00 PM on September 10, 2020.

Week 6/7: Leadership in Public Governance

Module 3: September 24 and October 1, 2020

Group A: Online September 24; In-Person October 1

Group B: In-Person September 24; Online October 1

Essentials of Public Service – Chapters 3

Terry, Larry D. 1990. Leadership in the administrative state: The concept of administrative conservatorship. *Administration & Society* 21 (4): 395-412.

Classics of Public Administration

- 12. The giving of orders (Follett)
- 36. Public and private management (Allison)
- 50. Information Technology and Democratic Governance (Nye)

Case Study: Managerial Challenges of Digital Government Projects in Urban Government: Department of Parking Management in the Gagnam District

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

Week 8/9: Equity and the Distributional Consequences of Public Service

Module 4: October 8 and 15, 2020

Group A: Online October 8; In-Person October 15

Group B: In-Person October 8; Online October 15

Headley, Andrea and James E. Wright, III. 2020. Is representation enough? Racial disparity levels of force and arrests by police. *Public Administration Review* doi:[10.1111/puar.13225](https://doi.org/10.1111/puar.13225).

Moynihan, Donald, Pamela Herd, and Hope Harvey. 2015. Administrative burden: Learning, psychological and compliance costs in citizen-state interactions. *Journal of Public Administration Research and Theory* 25 (1): 43-69.

Classics of Public Administration

- 29. Toward a new public administration (Frederickson)
- 37. Street-Level Bureaucracy (Lipsky)

Cast Study Discussion: TBA

DEADLINE REMINDER: Case study memo #2 must be submitted to ELC by 8:00 PM on October 8, 2020.

**Weeks 10/11: Democracy and the Public Sector Workforce
Module 5: October 22 and 29, 2020**

Group A: In-Person October 22, Online October 29

Group B: Online October 22; In-Person October 29

Essentials of Public Service – Chapter 5

Bearfield, Dominic. 2009. What is patronage? A critical reexamination. *Public Administration Review* 69 (1): 64-76.

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

Classics of Public Administration

- 34. Representative Bureaucracy (Krislov)
- 44. From Affirmative Action to Affirming Diversity (Thomas)

Case Study Discussion: TBA

Note: Use this case study to write case study memo #3

**Weeks 12/13: Ethics and Transparency
Module 6: November 5 and 12, 2020**

Group A: In-Person November 5; Online November 12

Group B: Online November 5; In-Person November 12

Essentials of Public Service – Chapter 10 and 13

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.

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)

Case Study Discussion: Another Cheating Scandal

DEADLINE REMINDER: Case study memo #3 must be uploaded to ELC by 8:00 PM on November 12.

Week 14: Public Value and Government Performance (November 19, 2020)

Group B: Attend class in person from 7:00 to 8:15 PM

Group A: Attend class in person from 8:30 PM to 9:45 PM

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)

In-Class Exercise: Reporting Performance

Thanksgiving Break (November 26, 2020)

Week 15: Serving the Public in Tumultuous Times (December 3, 2020)

Essentials of Public Service – Chapter 15

DEADLINE REMINDER: Public service career biography presentations must be submitted to ELC by 8:00 PM EST on Thursday, December 2, 2020.

University Reading Day (December 10, 2020)

Week 16: Summary and Final Exam (December 17, 2020)

A pre-recorded video lecture will be available on ELC reviewing content from class and discussing how PADP 6910 contributes to your development of MPA core competencies.

DEADLINE REMINDER: The Take-Home Final Exam must be submitted to ELC by 8:00 PM EST on Thursday, December 17, 2020.