

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

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Office: Baldwin Hall 415  
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Class Schedule: Tuesdays, 7:00 PM to 9:45 PM  
Class Location: ONLINE

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 online through pre-recorded modules (asynchronous) and a class discussion once per week through live (synchronous) Zoom meetings 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 ebook 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. 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

## eLearningCommons and Online Resources

In addition to the required textbooks, additional reading is posted in a folder in the eLearning Commons (eLC). 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  
93.9 – 90 points A-  
89.9 – 87 points B+

86.9 – 83 points B  
82.9 – 80 points B-  
79.9 – 76 points C+

75.9 – 70 points C  
69.9 – 60 points D  
59.9 – 0 points F

Assignment	Due Date	Points
Values & Accountability Statement	February 2	10
Case Memo 1	February 16	10
Case Memo 2	March 9	20
Case Memo 3	April 6	20
Public Service Career Presentation	Assigned Dates	10
Take-Home Final Exam	May 11	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 eLC. 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 eLearning Commons at 6:15 PM EST on Tuesday, May 11. 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**

*Class Preparation and Discussion:* Complete the reading assigned and modules before 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. Finally, your dedication each week will be necessary for gaining the knowledge and tools necessary for the writing assignments and presentation.

*Synchronous Lecture Protocols:* Recording or distribution of synchronous online class sessions (video or audio) is prohibited. If a student wishes to record synchronous material, they must first gain approval from the instructor and other students that may be included in the recording. Students that require recording for purposes of special accommodation must have relevant

written accommodations from the UGA Disability Resource Center. Please see the DRC [guidelines](#) for more information.

Freedom of expression is welcome, but decorum must be professional and respectful. In accordance with UGA [here](#), expressive activities must not disrupt the 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>

*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 class 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 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](mailto:drc@uga.edu) or 706.542.8719.

*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 May 1, 2021, and no late final exams will be accepted.

*Communication with the Instructor:* What you can expect from me: Throughout the semester, you can contact me by email. You can expect me to return correspondence in a timely manner (at most 48 hours, not including weekends). 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/evbell](http://www.calendly.com/evbell). 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.

*Other Logistics:*

- Please go [here](#) to learn more information on the confidentiality of student records.
- Requests for incompletes (I) and withdrawal (W) must be made in accordance with university policies. For information on incompletes, please go to [here](#); for withdrawals go [here](#).

## Coronavirus Information for Students

This course will be taught online, so an in-person classroom protocol does not apply. However, information on resources for dealing with COVID-19 are outlined here.

- **DawgCheck:** Please perform a quick symptom check each weekday on DawgCheck—on the UGA app or [website](#)—whether you feel sick or not. It will help health providers monitor the health situation on campus.
- **What do I do if I have symptoms?** Students showing symptoms should self-isolate and schedule an appointment with the University Health Center by calling 706-542-1162 (Monday-Friday, 8am—5pm). Please DO NOT walk-in. Please go to the UGA [emergencies and after-hours care website](#) for more information.

- ***What do I do if I am notified that I have been exposed?*** Students who learn they have been directly exposed to COVID-19 but are not showing symptoms should self-quarantine for 14 days consistent with Department of Public Health (DPH) and Centers for Disease Control and Prevention (CDC) guidelines. Please correspond with your instructor via email, with a cc: to Student Care & Outreach at [sco@uga.edu](mailto:sco@uga.edu), to coordinate continuing your coursework while self-quarantined. If you develop symptoms, you should contact the University Health Center to make an appointment to be tested. You should continue to monitor your symptoms daily on DawgCheck.
- ***How do I get a test?*** Students who are demonstrating symptoms of COVID-19 should call the University Health Center. UHC is offering testing by appointment for students; appointments may be booked by calling 706-542-1162. UGA will also be recruiting asymptomatic students to participate in surveillance tests. Students living in residence halls, Greek housing and off-campus apartment complexes are encouraged to participate.
- ***What do I do if I test positive?*** Any student with a positive COVID-19 test is required to report the test in DawgCheck and should self-isolate immediately. Students should not attend classes in-person until the isolation period is completed. Once you report the positive test through DawgCheck, UGA Student Care and Outreach will follow up with you.

## **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.

## **Schedule**

Our class uses a combination of pre-recorded mini lectures or (“modules”) that will accompany required readings for the week. Students are expected to complete the assigned readings and modules *before* the class. We will then discuss case studies and students will engage in application exercises. Throughout the entire semester, the class will be held online. 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 [evbell@uga.edu](mailto:evbell@uga.edu).

## **Week 1 (January 19, 2021): Approaching the Study of Public Administration**

### *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 (January 26, 2021): History & Foundations**

### *Classics of Public Administration*

- 5. The Study of Administration (Wilson)

### *Essentials of Public Service – Chapter 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.

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

## **Week 3 (February 2, 2021): Public Administration as a Project of Reform**

### *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 (February 9, 2021): The Public & Public Service**

*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 (February 16, 2021): Professionalism & the Public Manager**

*Essentials of Public Service – Chapters 3*

*Classics of Public Administration*

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

## **Week 6 (February 23, 2021): Decision Making**

*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 (March 2, 2021): The Public Sector Workforce**

*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 (March 9, 2021): Budgeting by Experts & the Public**

*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 (March 16, 2021): Transparency**

*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 (March 23, 2021): Ethics**

*Essentials of Public Service – Chapter 13*

*Classics of Public Administration*

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

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

## **Week 11 (March 30, 2021): Public Administration and the Policy Process**

*Essentials of Public Service – Chapter 8*

*Classics of Public Administration*

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

## **Week 12 (April 6, 2021): Federalism, Governance, and Contract Management**

*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 13 (April 13, 2021): Government Performance and Public Value**

*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 14 (April 20, 2021): Conclusions & MPA Competency Reflection**

*Essentials of Public Service – Chapter 15*

In-Class Exercise: MPA Program Competency Review

## **Week 15 (April 27, 2021): Take-Home Final Examination**

Your exam must be submitted through the eLearning Commons by 6:15 PM EDT on Thursday, May 11, 2021.