

PADP 6910: Public Administration & Democracy

FALL 2021

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

Eric Zeemering, Ph.D.
Office: Baldwin Hall 202A
Phone: 706.542.2962
Email: eric.zeemering@uga.edu
Calendar Meeting Request: www.calendly.com/zeemering

Class Schedule: Thursdays, 7:00 PM to 9:50 PM
Class Location: Baldwin Hall 101D
Office Hours: Wednesdays, 10:00 AM to 11:30 AM

"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)

"For governing to be effective, citizens must feel good about those who govern and how governing happens."

Mary Guy (2019)

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 in a democracy, 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 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 understand and appreciate the intellectual history of American public administration, and compare the United States to other administrative systems around the globe.
- Students will recognize, consider, and respect differing points of view in administrative and policy decisions.
- Students will apply professional codes of ethics to decisions and value conflicts unique to the public sector, ensuring practices remain accountable and transparent.
- Students will analyze how the U.S. Constitution, law, and merit systems shape the work environment and public management
- 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 demonstrate an appreciation for diversity and will be able to work productively in teams by displaying composure, fostering dialogue, and utilizing effective communication skills.
- 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 program competencies. This course emphasizes two core competencies.

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.

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, including representative bureaucracy.

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>
Case Memo 1	10	September 16, 2021
Case Memo 2	20	October 7, 2021
Professionalism & Accountability Statement	10	October 21, 2021
Case Memo 3	20	November 11, 2021
Public Service Career Biography Presentation	20	December 2, 2021
Take-Home Final Exam	20	December 9, 2021

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 10 points to the final grade. We will workshop these statements in class to

receive peer feedback. Students *may* think of this exercise as a pre-cursor to the public service value statement in their MPA Capstone paper for PADP 6990.

Public Service Career Biography: In order to foster our thinking about the role of public service in American democracy, students will interview a public service professional and present a summary of their career in a recorded oral presentation. Students are advised to select a subject with senior management and leadership responsibility in the type of job to which the student aspires. The oral presentation must describe the public servant's career path, describe their views on organizational leaders, and describe how they engage a diverse workforce. A sample of recorded oral presentations will be reviewed 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 11:00 PM EST on Thursday, December 9, 2021. The exam will contain four short essay questions. One question is required. Students will choose the second question from a set of three options. 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 in 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>

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: 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: The classroom experience provides opportunities for discussion and engagement that cannot be replicated for those who miss class. Make attendance and active engagement a priority. Please **do not** attend class if you are feeling ill. You are not required to notify the instructor of your absence or provide documentation related to any illness or personal circumstances that keep you away from class. If you miss class, please do check with a colleague for notes and an overview of class content before contacting the instructor for any assistance.

COVID-19: Please note, campus policies require students who test positive for COVID-19 to report the test result to the University through Dawg-Check (<https://dawgcheck.uga.edu/>). Following guidance from the University System of Georgia, face coverings are recommended for all individuals while inside campus facilities.

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. No appointment is necessary during office hours. Scheduling through Calendly allows you to select a time for an in-person or Zoom meeting. When scheduling, please provide a note to state if you will attend the meeting in person or by Zoom. 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 19, 2021)

Classics of Public Administration

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

Case Discussion: Reform at the United States Postal Service

Week 2: History & Foundations (August 26, 2021)

Essentials of Public Service – Chapter 1

Classics of Public Administration

- 5. The Study of Administration (Wilson) [All]

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 1]

Stivers, Camilla. 1995. Settlement women and bureau men: Constructing a usable past for public administration. *Public Administration Review* 55 (6): 522-529. [Team 2]

Johnson, Kimberly. 2010. The "First New Federalism" and the development of the administrative state, 1883-1929. In *The Oxford Handbook of American Bureaucracy*, edited by R. F. Durant. New York: Oxford University Press. Page 52 – 76. [Team 3]

Week 3: Public Administration as a Project of Reform (September 2, 2021)

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) [Team 1]
- 7. Problems of Municipal Administration (Addams) [Team 2]
- 26. Introduction to the Study of Public Administration (White) [Team 3]
- 15. Report of the President's Committee on Administrative Mgt. (Brownlow) [Team 4]
- 48. From Red Tape to Results (The National Performance Review) [Team 5]
- 50. Information Technology and Democratic Governance (Nye) [Team 6]

Week 4: The Public & Public Service (September 9, 2021)

Essentials of Public Service – Chapter 2

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

Classics of Public Administration

- 27. Administrative Decentralization and Political Power (Kaufman)

Case Study Discussion: The Case of the South Park Bridge

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

Week 5: Leadership in Governance (September 16, 2021)

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)
- 25. The Lifecycle of Bureaus (Downs)

Week 6: Equity & the Distribution of Public Services (September 23, 2021)

Keiser, Lael R., Donald P. Haider-Markel and Rajeev Darolina. 2021. Race, representation, and policy attitudes in U.S. public schools. *Policy Studies Journal*. DOI: 10.1111/psj.12443.

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)

Week 7: Transparency (September 30, 2021)

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.

Bearfield, Domonic, Robert Maranto and Patrick J. Wolf. 2021. Making violence matter: Ranking police departments in major U.S. cities to make Black Lives Matter. *Public Integrity* 23 (2): 164-180.

Case Study Discussion: American Rescue Plan Act Accountability in State Government
Note: Use this case study to write case study memo #2.

Week 8: The Public Sector Workforce (October 7, 2021)

Essentials of Public Service – Chapter 5

Classics of Public Administration

- 34. Representative Bureaucracy (Krislov)
- 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>

Week 9: Budgeting by Experts & the Public (October 14, 2021)

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 10: Ethics in Public Service (October 21, 2021)

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)

Note: We will have a group workshop using your personal professionalism and accountability statement, so do bring three hard copies of the document with you to class.

Week 11: Collaboration & Intergovernmental Relations (October 28, 2021)

Classics of Public Administration

- Intergovernmental Relations: An Analytical Overview (Wright)
- American Federalism: Madison's Middle Ground in the 1980s (Derthick)
- Inside Collaborative Networks (Agranoff)

Week 12: Contracting and Third Part Government (November 4, 2021)

Essentials of Public Service – Chapter 11

Gazley, Beth. 2010. Why not partner with local government: Nonprofit managerial perceptions of collaborative disadvantage. *Nonprofit and Voluntary Sector Quarterly* 39 (1): 51-76.

Case Study: Cross-Sector Collaboration and Urban Revitalization in Buffalo, NY

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

Week 13: Information Technology & Governance (November 11, 2021)

Essentials of Public Service – Chapter 7

Mergel, Ines, Noella Edelmann, and Nathalie Haug. 2019. Defining digital transformation: Results from expert interviews. *Government Information Quarterly* 36 (4): 101385.

Classics of Public Administration

- 50. Information Technology and Democratic Governance (Nye) [Team 6]

Week 14: Government Performance and Public Value (November 18, 2021)

Essentials of Public Service – Chapter 14

George, Bert. Bram Verschuere, Ellen Wayenberg, and Bishoy Louis Zaki. A guide to benchmarking COVID-19 performance data. *Public Administration Review* 80 (4): 696-700.

Young, Shalanda D. 2021. Evidence-Based Policymaking: Learning agendas and annual evaluations plans. Memorandum. Executive Office of the President, Washington, DC: Office of Management and Budget. Available online: <https://www.whitehouse.gov/wp-content/uploads/2021/06/M-21-27.pdf>

Classics of Public Administration

- 54. Public Value: Theory and Practice (Benington & Moore)

In observance of the Thanksgiving Holiday, class will not meet on Thursday, November 25, 2021.

Week 15: Conclusions (December 2, 2021)

Essentials of Public Service – Chapter 15

Note: Career biography presentations are due today, and select presentations will be reviewed and discussed in class.

In-Class Exercise: MPA Program Competency Review

Week 16: Take-Home Final Examination (December 9, 2021)

Your exam must be submitted through the E-Learning Commons by 11:00 PM EST on Thursday, December 9, 2021.