PADP 6910: Public Administration & Democracy   **SPRING 2024**

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

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Class Schedule: Thursdays, 7:00 PM to 9:50 PM
Class Location: Baldwin Hall 104
Office Hours: Thursdays, 2:00 PM to 3:00 PM or by appointment
                         Schedule a meeting on Zoom at www.calendly.com/zeemering.

"...a government ill executed, whatever it may be in theory must be, in practice, a bad government."
          Alexander Hamilton, (1788)[1]

"People often speak of Civil Service Reform as if it were a matter of mere administration [sic] detail. . . They do not appreciate that it is not merely a question of changing the methods of administration, but that it is a question of substituting a system of equity and justice for a system of brutal wrong. It is a question of working a great benefit, not merely to the public service, but to our public life; it is a question of making politics purer..."
          Theodore Roosevelt (1892)[2]

"All of you hold some measure of influence over public policy, directly or indirectly. Some of your write the rules. Some analyze the budgets. Some teach the next generation of public servants. Some are that next generation. Whatever role you play in public administration, each of your carries a second responsibility because you are the heirs to the idea that Franklin Roosevelt said in that fireside chat. You are the keepers of the faith. You are the tenders of the flame that keeps all of us believing in the promise of American democracy. And, everybody can play a part."
          Joseph R. Biden (2019)[3]

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 within the context of 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

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[1] Federalist Papers, no. 70. Available online: https://avalon.law.yale.edu/18th_century/fed70.asp
[2] Teplin, Joseph. 1949. *Theodore Roosevelt: A study in administrative thought and behavior.* Doctoral Dissertation, Department of Political Science, University of Chicago.
[3] Biden, Joseph R., Jr. 2019. The value of public service. American Society for Public Administration, Washington, DC. Available online:
https://repubitdigital.com/publication/?m=60303&i=596873&p=1&ver=html5

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.

To Articulate, Apply, and Advance a 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.

To Communicate and Interact Productively and in Culturally Responsive Ways with a Diverse and Changing Workforce and Society at Large: 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 one textbook 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. Obtaining the current edition of the book is important because of case study content that will be used for class discussion and assignments.

Shafritz, Jay M., E. W. Russell, Christopher P. Borick, and Albert C. Hyde. 2023. *Introducing Public Administration*, 10th edition. New York: Routledge. ISBN: 978-1-03-204289-3

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 – 95 points	A	86.9 – 83 points	B	74.9 – 70 points	C
94.9 – 90 points	A-	82.9 – 80 points	B-	69.9 – 60 points	D
89.9 – 87 points	B+	79.9 – 75 points	C+	59.9 – 0 points	F

Assignment	Total Points	Due Date
Public Service Career Biography Presentation	20	February 1, 2024
Case Memo 1	10	February 22, 2024
Case Memo 2	20	March 14, 2024
ELC Forum – Arts, Architecture, and Film	10	April 11, 2024
Case Memo 3	20	April 25, 2024
Take-Home Final Exam	20	May 2, 2024, 11:00 PM

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 leadership, and describe their views on government reform and public accountability. A sample of recorded oral presentations will be reviewed in class.

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.

ELC Forum – Arts, Architecture, and Film: This semester, we explore how we see public service and the administrative state depicted in daily life. We expand our understanding of public service and American bureaucracy by examining its depiction in art, architecture, and film. In the ELC discussion forum, you will be asked to provide a reference to your object of observation, and write up to 800 words to explain how the object extends your understanding of the place of bureaucracy in American democracy and popular culture.

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, May 2, 2024. 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.

Use of artificial intelligence or word mixing software to write your paper or disguise plagiarized work is considered unauthorized assistance in this course. Suspected unauthorized assistance, or other violations of UGA's "A Culture of Honesty," will be reported to the Office of Academic Honesty.

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:

- o UGA Academic Honesty Policy: Plagiarism
   https://honesty.uga.edu/Academic-Honesty-Policy/Prohibited_Conduct/
- o 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 that are not related to our topic of study. 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 aware 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.

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 trough 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

UGA Wellbeing Resources: UGA Well-being Resources promote student success by cultivating a culture that supports a more active, healthy, and engaged student community. Anyone needing assistance is encouraged to contact Student Care & Outreach (SCO) in the Division of Student Affairs at 706-542-8479 or visit sco.uga.edu. Student Care & Outreach helps students navigate difficult circumstances by connecting them with the most appropriate resources or services. They also administer the Embark@UGA program which supports students experiencing, or who have experienced, homelessness, foster care, or housing insecurity. UGA provides both clinical and non-clinical options to support student well-being and mental health, any time, any place. Whether on campus, or studying from home or abroad, UGA Well-being Resources are here to help.

- Well-being Resources: well-being.uga.edu
- Student Care and Outreach: sco.uga.edu
- University Health Center: healthcenter.uga.edu
- Counseling and Psychiatric Services: caps.uga.edu or CAPS 24/7 crisis support at 706-542-2273
- Health Promotion/ Fontaine Center: healthpromotion.uga.edu • Disability Resource Center and Testing Services: drc.uga.edu

Additional information, including free digital well-being resources, can be accessed through the UGA app or by visiting https://well-being.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 11, 2024)

Rosenbloom, D. H. (1983). Public Administrative Theory and the Separation of Powers. *Public Administration Review*, *43*(3), 219–227. https://doi.org/10.2307/976330

Case Discussion: Babcock Place

Week 2: History & Foundations (January 18, 2024)

Introducing Public Administration – Chapter 1

Wilson, W. (1887). The Study of Administration. *Political Science Quarterly*, *2*(2), 197–222. https://doi.org/10.2307/2139277

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 25, 2024)

Introducing Public Administration – Chapter 2

Student groups will be assigned selections from the Hoover Commission, Brownlow Committee, and National Performance Review for class discussion. Selections are available in ELC.

Week 4: The Public and Public Service (February 1, 2024)

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

Kaufman, H. (1969). Administrative Decentralization and Political Power. *Public Administration Review, 29*(1), 3–15. https://doi.org/10.2307/973980

Case Study Discussion: The Case of the South Park Bridge

Week 5: The Administrative State & Contemporary Politics (February 8, 2024)

Introducing Public Administration – Chapter 4

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

Fukuyama, Francis. 2023. In defense of the deep state. *Asia Pacific Journal of Public Administration* DOI: 10.1080/23276665.2023.2249142

Week 6: Intergovernmental Context (February 15, 2024)

Introducing Public Administration – Chapter 5

Agranoff, R. (2006), Inside Collaborative Networks: Ten Lessons for Public Managers. Public Administration Review, 66: 56-65. https://doi.org/10.1111/j.1540-6210.2006.00666.x

Week 7: Equity & the Distribution of Public Services (February 22, 2024)

Introducing Public Administration – Chapter 3

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.

Week 8: Ethics and Accountability (February 29, 2024)

Introducing Public Service – Chapter 6

Mosher, F. C. (1974). Watergate: Implications for Responsible Government.New York: BasicBooks. Excerpt in ELC.

O'Leary R. 2016. The New Guerrilla Government: Are Big Data, Hyper Social Media and Contracting Out Changing the Ethics of Dissent? *PS: Political Science & Politics.* 2017;50(1):12-22. doi:10.1017/S1049096516002018

SPRING BREAK (March 7, 2024)
Class does not meet due to spring break.

Week 9: The Public Service Workforce (March 14, 2024)

Introducing Public Administration – Chapter 11

Mead, Joseph. 2020. Public employee speech rights: Survey of recent trends. *Review of Public Personnel Administration.* 40 (3): 384-404.

Week 10: Public Engagement in Budgeting (March 21, 2024)

Introducing Public Administration – Chapter 12

Caiden, N. (1981), Public Budgeting Amidst Uncertainty and Instability. Public Budgeting & Finance, 1: 6-19. https://doi.org/10.1111/1540-5850.00501

Kuenneke, Ashley and Gina Scutelnicu. 2021. How successful is participatory budgeting in promoting social equity? Evidence from New York City. *Public Administration Quarterly* 45 (4): 370-391.

Week 11: Strategy (March 28, 2024)

Introducing Public Administration – Chapter 10

Bryson, J.M., Ackermann, F. and Eden, C. (2016), Discovering Collaborative Advantage: The Contributions of Goal Categories and Visual Strategy Mapping. Public Admin Rev, 76: 912-925. https://doi.org/10.1111/puar.12608

Hendrick, R. (2010), What Is Wrong with Advice on Strategic Planning?. Public Administration Review, 70: s222-s223. https://doi.org/10.1111/j.1540-6210.2010.02279.x

Week 12: Leaders in Public Service – Administrative & Political (April 4, 2024)

Introducing Public Administration – Chapter 14

Dolan, J. (2000), Influencing Policy at the Top of the Federal Bureaucracy: A Comparison of Career and Political Senior Executives. Public Administration Review, 60: 573-581. https://doi.org/10.1111/0033-3352.00119

Ink, Dwight and Kurt Thurmaier. 2018. *Getting things done with courage and conviction: Principles and cases in public management.* Irvine, CA: Melvin & Leigh Publishers. Excerpt in ELC.

Week 13: No Class Meeting – ELC Reflection Due (April 11, 2024)
Class does not meet due to the annual meeting of the American Society for Public Administration.

Charles T. Goodsell. 1997. Bureaucracy's House in the Polis: Seeking an Appropriate Presence. *Journal of Public Administration Research and Theory*,7 (3): 393–417. https://doi.org/10.1093/oxfordjournals.jpart.a024356

Week 14: Information Technology & Governance (April 18, 2024)

Introducing Public Administration – Chapter 9

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

Isabelle Fest, Mirko Schäfer, José van Dijck & Albert Meijer (2023) Understanding data professionals in the police: a qualitative study of system-level bureaucrats, Public Management Review, 25:9, 1664-1684, DOI: 10.1080/14719037.2023.2222734

Week 15: Government Performance and Public Value (April 25, 2024)

Introducing Public Administration – Chapter 13

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

Moore, M.H. (2014), Public Value Accounting: Establishing the Philosophical Basis. Public Admin Rev, 74: 465-477. https://doi.org/10.1111/puar.12198

Week 16: Take Home Final Examination (May 2, 2024)

Your exam must be submitted through the E-Learning Commons by 11:00 PM EST on Thursday, May 2, 2024.