

# Public Administration & Democracy (PADP 6910)

Fall 2024

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## Course Description and Objectives

Questions concerning how governments can and should get things done in a democracy are complex, subject to intense debate, and require careful attention to political, administrative, and social phenomena. This course does not aim to answer fundamental questions about the nature of public administration or its role in a democratic society, nor does it advocate for a specific viewpoint. Instead, the objective of this class is to provide students with a survey of core administrative perspectives, public service values, and related evidence. In doing so, we will pay special attention to evaluating factors that influence how important theoretical perspectives from public administration play out in the world of practice.

Throughout the course of this semester, each session will be structured to address the learning objectives itemized below:

- 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 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

This course emphasizes two core competencies. Students must take great care to think about how content from classes across the curriculum supports and reinforces program competencies.

1. *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.

2. *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

Other required reading assignments (newspaper articles, journal articles or magazine articles) related to class concepts will be assigned/recommended throughout the course of the semester. These readings will supplement ideas outlined in the textbook and can be found in the syllabus below.

## Class Structure

Each class will consist of a combination of lecture, group work, and (group) discussion.

*Lectures* will be power point based and provide a high-level overview of the goals for the week, introduce concepts and readings, as well as context, and offer time for questions and discussion.

*Group work and discussion* provides students with a decentralized platform to exchange ideas, clarify and contextualize course content, and prepare for course assignments. Groups consist of 4-5 students and will be assigned by the instructor. If the composition of the group is or becomes problematic, students are asked to inform the instructor via email. Groups will be assigned in week 2.

*Communication*: Please make sure that you regularly check your UGA email address and Canvas for course updates. Also, please do not hesitate to email me with questions – do not sit on them as nothing good can come from that.

*E-Learning Commons and Online Resources*: In addition to the required textbook, additional required 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.

*Office hours:* If you wish to discuss any material covered in class directly with me or have questions, please send an email and we can set up a time to chat.

*Etiquette:* Please make sure that you use proper English (no emojis, no abbreviated spelling, please use proper grammar to the best of your ability) when posting. When emailing me, please use appropriate salutations in the email. I will do the same.

## **Grading and Assignments**

Your grade consists of (1) *A career public administrator biography*, (2) *Case study based memo*, (3) *Discussion and integration of readings*, and (4) *A take-home final exam*.

### *(1) A career public administrator biography:*

To deepen our perspective on the role public service administrators play in shaping 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 in week three.

### *(2) Case study-based memo*

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 second week of class, we will review memo writing strategies and resources to guide professional memo writing. Please use font 11, Times New Roman, with 1.5 spacing.

### *(3) Discussion and integration of readings*

Every other week (starting with week 4) a portion of class will be dedicated to group-based discussions of readings. In your assigned groups, students will be tasked with the following two tasks: (1) To review assigned journal articles and articulate how the different articles for a given week contribute to said week's topic and, (2) To choose one chapter (a different chapter for each discussion session) from the required Shariftz textbook that the group believes adds a novel perspective on the topic assigned for that given week and explain why they believe it adds to our understanding.

*(4) A 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 that Sunday. The exam will contain five short essay questions. Students should allocate about four hours of time to the exam and write a total of no more than four pages (doublespaced). Good responses are those that answer the questions by citing real life examples and relevant information discussed throughout the course of the semester. Additional instructions will be provided in the exam document. Please use font 11, Times New Roman, with 1.5 spacing.

*(1) Grades: Career public administrator biography (30%), Case study-based memo (20%), group discussions (20%), final exam (30%).*

*Note on writing assignments:* For all assignments, please do NOT cite or depend upon Wikipedia, blogs, online encyclopedia, or other unreliable sources. The most well-regarded and reliable sources of information and data can be found in scholarly journals, textbooks, and government websites. Certain magazines or news outlets (such as Time Magazine, The Economist, Scientific American, The New York Times, etc.) may also offer useful material but these sources should be used rarely and only in conjunction with or as supported by scholarly sources. If you have any questions regarding the appropriateness of a specific source, please ask the instructor.

94 and above: A

90-93: A-

87-89: B+

84-86: B

80-83: B-

77-79: C+

74-76: C

70-73: C-

67-69: D+

64-67: D

60-64: D-

### **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/](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 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.

*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>

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

### **Class 1: Introduction to Public Administration (August 20<sup>th</sup>)**

*Objective:* To overview key issues that provide a foundation for modern public administration, particularly in the United States. To gain a general understanding of what public administration attempts to accomplish.

*Task:* Review syllabus, discuss assignments, provide information on memo writing

*Reading:*

- Hood, C. (1995). Emerging issues in public administration. *Public administration*, 73(1), 165-183.
- Dahl, R. A. (2018). The science of public administration: Three problems. In *Democracy, bureaucracy, and the study of administration* (pp. 60-76). Routledge.
- Stillman, R. J. (1997). American vs. European public administration: Does public administration make the modern state, or does the state make public administration?. *Public administration review*, 332-338.

### **Class 2: The traditional structure of public organizations (August 27<sup>th</sup>)**

*Objective:* To familiarize students with the concept of bureaucracy and the role it plays in public administration.

*Task:* Assign groups

*Reading:*

- Lynn Jr, L. E. (2001). The myth of the bureaucratic paradigm: What traditional public administration really stood for. *Public Administration Review*, 61(2), 144-160.
- Merton, R. K. (1940). *Bureaucratic structure and personality*. *Social forces*, 560-568.
- Rauch, J. E., & Evans, P. B. (2000). *Bureaucratic structure and bureaucratic performance in less developed countries*. *Journal of public economics*, 75(1), 49-71.
- Rainey, H. G., & Bozeman, B. (2000). Comparing public and private organizations: Empirical research and the power of the a priori. *Journal of public administration research and theory*, 10(2), 447-470.

**Class 3: Markets mechanisms and Public Administration (September 3<sup>rd</sup>)**

*Objective:* To provide an overview of how market principles influencing the provision of public goods and services. To discuss the strengths and weaknesses that accompany attempts to marketize the delivery of public services.

*Task:* Prepare for reading discussion

*Readings:*

- Trevor Brown and Matthew Potoski, “Contract-Management Capacity in Municipal and County Governments,” *Public Administration Review* 63 (March/April 2003): 153-164.
- Jonas Praeger, “Contract City Redux: Weston, Florida, as the Ultimate New Public Management Model City,” *Public Administration Review* 68, No.1, 2008: 167-180.
- Dunleavy, P., & Hood, C. (1994). From old public administration to new public management. *Public money & management*, 14(3), 9-16.

**Class 4: Administration and politics (September 10<sup>th</sup>)**

*Objective:* To understand how decisions are made within public organizations.

*Task:* First reading discussion

*Reading:* Prepare for reading discussion

- Woodrow Wilson, “The Science of Administration,” *Political Science Quarterly* 2 (June 1887).
- Simon, H. A. (1965). Administrative decision making. *Public Administration Review*, 31-37.
- Fukuyama, Francis. 2023. In defense of the deep state. *Asia Pacific Journal of Public Administration* DOI: 10.1080/23276665.2023.2249142

**Class 5: Intergovernmental relations (September 17<sup>th</sup>)**

*Objective:* To understand how the environment in which public administration operates affects the way it functions. To understand how these constraints, while often inconvenient (inefficient) are essential in modern democratic societies (effective).

*Task:* Prepare for reading discussion

*Reading:*

- *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>

**Class 6:** Gauging public sector performance (September 24<sup>th</sup>)

*Objective:* To consider dimensions of performance of public institutions and discuss methods for capturing the way in which public organizations are contributing to the betterment of society.

*Task:* Second reading discussion

*Reading:*

- Bevan, G., & Hood, C. (2006). What's measured is what matters: targets and gaming in the English public health care system. *Public administration*, 84(3), 517-538.
- Miller, W. H., Kerr, B., & Ritter, G. (2008). School performance measurement: Politics and equity. *The American Review of Public Administration*, 38(1), 100-117.
- Nicholson-Crotty, S., Theobald, N. A., & Nicholson-Crotty, J. (2006). Disparate measures: Public managers and performance-measurement strategies. *Public Administration Review*, 66(1), 101-113.

**Class 7:** Organizations and Leadership (October 1<sup>st</sup>)

*Objective:* To understand different approaches to managing public organizations and how these approaches correlate with performance.

*Task:* Memo due; Prepare for reading discussion

*Reading:*

- Robert Roberts, "Damned If You Do and Damned If You Don't: Title VII and Public Employee Promotion Disparate Treatment and Disparate Impact Litigation," *Public Administration Review* 70 (July/August 2010): 582-590.
- Norma Riccucci and Margaret Riccardelli, "The Use of Written Exams in Police and Fire Departments: Implications for Social Diversity." *Review of Public Personnel Administration* 35(4) 2015: 352-366.
- Favero, N., Meier, K. J., & O'Toole Jr, L. J. (2016). Goals, trust, participation, and feedback: Linking internal management with performance outcomes. *Journal of Public Administration Research and Theory*, 26(2), 327-343.

**Class 8: Innovation in the Public Sector (October 8<sup>th</sup>)**

*Objective:* To understand what innovation means in a public sector setting, as well as factors that shape the ability of public organizations to innovate.

*Task:* Third reading discussion

*Reading:*

- De Vries, H., Bekkers, V., & Tummers, L. (2015). Innovation in the public sector: A systematic review and future research agenda. *Public Administration*.
- Brudney, J. L., & Selden, S. C. (1995). The adoption of innovation by smaller local governments: The case of computer technology. *The American Review of Public Administration*, 25(1), 71-86.

**Class 9: Technology and Public Administration (October 15<sup>th</sup>)**

*Objective:* To overview ways in which technology is being used to help public organizations become more responsive. To overview theories that can be used to explain how technology is applied in public organizations.

*Task:* Prepare for reading discussion

*Reading:*

- Grimmelikhuisen, S., & Meijer, A. (2022). Legitimacy of algorithmic decision-making: Six threats and the need for a calibrated institutional response. *Perspectives on Public Management and Governance*, 5(3), 232-242.
- Feeney, M. K., & Porumbescu, G. (2021). The limits of social media for public administration research and practice. *Public administration review*, 81(4), 787-792.
- Löfgren, K., & Webster, C. W. R. (2020). The value of Big Data in government: The case of 'smart cities'. *Big Data & Society*, 7(1), 2053951720912775.

**Class 10: Transparency and Accountability (October 22<sup>nd</sup>)**

*Objective:* To understand what is meant by the terms transparency and accountability. To discuss how transparency is thought to contribute to greater accountability.

*Task:* Fourth reading discussion

*Reading:*

- Gregory Porumbescu, "Using Transparency to enhance Responsiveness and Trust in Local Government: Can it work?" *State and Local Government Review*, 2015 vol. 47 no. 3 205-213

- Porumbescu, G. A., Piotrowski, S. J., & Mabillard, V. (2021). Performance information, racial bias, and citizen evaluations of government: Evidence from two studies. *Journal of Public Administration Research and Theory*, 31(3), 523-541.
- Mulgan, Richard. "'Accountability': An Ever-Expanding Concept?." *Public administration* 78, no. 3 (2000): 555-573.

**Class 11: Participatory budgeting (October 29<sup>th</sup>)**

*Objective:* To overview how budgeting decisions are made and the potential for these decisions to be based on public participation.

*Task:* Prepare for reading discussion

*Reading:* Fifth reading discussion

- Nabatchi, T. (2010). Addressing the citizenship and democratic deficits: The potential of deliberative democracy for public administration. *The American Review of Public Administration*, 40(4), 376-399.
- Godwin, M. L. (2018). Studying participatory budgeting: Democratic innovation or budgeting tool?. *State and Local Government Review*, 50(2), 132-144.
- Park, J., Butler, J. S., & Petrovsky, N. (2023). Understanding public participation as a mechanism affecting government fiscal outcomes: Theory and evidence from participatory budgeting. *Journal of Public Administration Research and Theory*, 33(2), 375-389.

**Class 12: Representation, equity, and bureaucracy (November 5<sup>th</sup>)**

*Objective:* To discuss ways in which the role of public administration is shifting as the environment becomes more complex.

*Task:* Sixth reading discussion

*Reading:*

- Meier, K. J. (2019). Theoretical frontiers in representative bureaucracy: New directions for research. *Perspectives on Public Management and Governance*, 2(1), 39-56.
- Vinopal, K. (2020). Socioeconomic representation: Expanding the theory of representative bureaucracy. *Journal of Public Administration Research and Theory*, 30(2), 187-201.
- Meier, K. J., Wrinkle, R. D., & Polinard, J. L. (1999). Representative bureaucracy and distributional equity: Addressing the hard question. *The journal of politics*, 61(4), 1025-1039.
- Riccucci, N. M., & Van Ryzin, G. G. (2017). Representative bureaucracy: A lever to enhance social equity, coproduction, and democracy. *Public Administration Review*, 77(1), 21-30.

**Class 13:** Public and Private: Reviewing the concepts discussed this semester (November 12<sup>th</sup>)

*Objective:* To understand features that distinguish public organizations from private ones.

*Task:*

*Reading:*

- *Perry, J. L., & Rainey, H. G. (1988). The public-private distinction in organization theory: A critique and research strategy. Academy of management review, 13(2), 182-201*
- *Najam, A. (1996). NGO accountability: a conceptual framework. Development Policy Review, 14(4), 339-354.*

**Class 14:** Presentations: *A career public administrator biography* (November 19<sup>th</sup>)

**Class 15:** Presentations: *A career public administrator biography* (November 26<sup>th</sup>)

**Take Home Final Exam:** Due December 8<sup>th</sup>)