



Department of Political Science
and Criminal Justice

COLLEGE & STATE UNIVERSITY *Master of Public Administration Program*

POLS 7890, Section A
Public Management
Spring Semester 2008
Th 7:05-9:55 p.m.

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Office Hours: MW 1:30-2:30,
3:30-4:30 p.m.; TTh 2-3:50 p.m.

Purpose

"Public management" is a more specific term than is "public administration." All government professionals may arguably be deemed public administrators. The term "management," however, denotes things that managers exclusively do as distinguished from things that other professional employees do. The function of management is amorphous because it depends upon the personality and style of the manager. For example, you can tell someone the one best way to verify a client's eligibility for Social Security benefits; you can't tell someone the one best way to supervise the Social Security case workers. An aggressive individual may be a successful manager by inspiring energetic performance in his or her subordinates, or may fail by exhausting and alienating them. A reserved individual may be a successful manager by giving his or her subordinates the freedom to experiment and innovate, or may fail by enabling them to evade responsibility and effort. We will seek in this course to learn what methods and approaches to management are available--which have worked for some managers and why, and which have not worked for other managers and why not. We will also examine ways in which the experience of a manager in the public sector is distinctive compared to the experience of a manager in the private sector. This course may "hit us where we live," because some of us are managers now and nearly all of us have worked for one or more managers in our careers heretofore (and we probably have some scars to prove it!). I suspect, therefore, that we have a lot to learn and a lot to share with each other as we proceed with this adventure.

Prerequisite

In order to take POLS 7890, you must have completed all of the other core courses and the courses in your concentration (other than those that you will take this semester). If you do not satisfy this criterion, and if you have not secured the permission of the M.P.A. Program

coordinator, then you should drop this course and try to enroll in a course whose prerequisites you *have* completed.

Learning Objectives

- Know the ways in which management in the public sector is distinct from management in the private corporate sector.
- Know principles of organizational behavior.
- Understand planning and strategy as creative and key management functions.
- Understand problems of implementation and how implementation can be evaluated.
- Know functions of budgeting, finance, and personnel administration.

Information literacy

Concerning NGCSU's Information Literacy Learning Outcomes (based on NGCSU's Quality Enhancement Plan): These are the five outcomes.

1. The information-literate student determines the nature and extent of the information needed. *Know*
2. The information-literate student accesses needed information effectively and efficiently. *Access*
3. The information-literate student evaluates information and its sources critically and incorporates selected information into his or her knowledge base and value system. *Evaluate*
4. The information-literate student, individually or as a member of a group, uses information effectively to accomplish a specific purpose. *Use*
5. The information-literate student understands many of the economic, legal, and social issues surrounding the use of information and accesses and uses information ethically and legally. *Ethical/legal*¹

This course in public management teaches advanced M.P.A. students about the important functions of a responsible public manager. The responsibilities of such an official require attentiveness to events in the environment, ongoing efforts at learning and updating skills to ensure that her capabilities do not deteriorate, a continuous process of monitoring the desires and interests of citizens so that the agency will be responsive to them, and ethical behavior and compliance with laws and regulations. The readings and lectures in this course, reinforced by the written assignments, thus contribute to the accomplishment of *all* of the Information Literacy Learning Outcomes.

¹ Learning Outcomes adapted from the Association of College and Research Libraries (ACRL) standards.

Course Requirements

1. READING

As is customary in a management course, we will be doing a sizable amount of reading. There are two required textbooks. They are:

Starling, Grover. *Managing the Public Sector*. 8th ed.
Boston: Thomson Wadsworth, 2008.

Swiss, James E. *Public Management Systems: Monitoring and Managing Government Performance*. Upper Saddle River, N. J.: Prentice Hall, 1991.

There is also a required casebook. It is:

Reich, Robert B. *Public Management in a Democratic Society*. Englewood Cliffs, N. J.: Prentice Hall, 1990.

Finally, there is a textbook that is *recommended* but *not* required. It is:

Cohen, Steven, and Eimicke, William. *The New Effective Public Manager: Achieving Success in a Changing Government*. San Francisco: Jossey-Bass Publishers, 1995.

Please complete all reading in advance of the sessions for which it is assigned. It is not essential to memorize every fact, but it *is* appropriate that you endeavor to acquire from the reading a solid understanding of the framework of the authors' arguments. This will help you to absorb the lecture material, to participate in discussions, and to prepare for the take-home final examination. Facts in the assigned cases *should* be memorized well enough to prepare you for discussions of the cases.

2. CASE-STUDY ASSIGNMENTS

Two case-study assignments are assigned.

Case-study assignment for January 17 through February 28.
The first assignment involves *any one* of the cases assigned for the period between January 17 and February 28. The questions that you need to answer are indicated in the schedule of assignments. You *must* submit the case-study assignment at the *beginning* of the class for which the case study is assigned.

Case-study assignment for March 13 through April 17. The second assignment involves any one of the cases assigned for the period between March 13 and April 17. The questions that you need to answer are indicated in the schedule of assignments. You *must* submit the case-study assignment at the beginning of the class for which the case study is assigned.

Case-study assignments must integrate concepts contained in the assigned textbook readings! Think of each case-study assignment as a kind of take-home examination on the readings, if that concept helps you get focused. It would be difficult to address the salient issues in these cases in less than six pages of double-spaced typewritten text or the equivalent in legible handwriting. Late papers will *not* be accepted.

Please place a staple (no paper clip) in the upper-left corner of each written assignment. Submit two hardcopies of each assignment. Do not submit any report covers or manila folders.

3. FINAL EXAMINATION

The final examination will involve a set of questions that will be distributed on Thursday, April 17. You will be required to submit your responses to the questions on Thursday, April 24, as indicated below. Submit two hardcopies. Late examinations will *not* be accepted.

4. ATTENDANCE

Class participation is a vital requirement of the course; therefore, attendance at all sessions is necessary. You are considered responsible for being attentive to lectures and class discussions, for taking notes, and for being aware of the content of all class announcements. A student who accumulates more than two unexcused absences can expect to receive a "W" or "WF," or to sustain a reduction in the course grade. Furthermore, a written make-up assignment will be required in the event of absences or substantial tardiness. The course grade will be reduced, with a failing grade being possible, if such make-up assignments are not submitted to the satisfaction of the instructor. Where absences can be anticipated, properly documented advance notice to the instructor is required. The university's absence policy, which appears on p. 72 of the 2006-2008 *Undergraduate Bulletin*, is incorporated by reference.

Class participation and proper conduct are both expected, and will determine 20 percent of the course grade. As stated in the "Regulations of the M.P.A. Program," the participation requirement is based on this policy:

In most classes, it is improper for a student to be a passive spectator in class sessions. M.P.A. students are expected to be active participants in the proceedings of their classes. Contributions to class discussions are vital to the experience of graduate study in public administration and enhance the value of the program for all students enrolled in it.

Accordingly, the score for participation and conduct will involve these considerations: (1) ability to cite and interpret readings assigned for homework, (2) contribution to collective problem-solving processes, (3) demonstration of adaptability in coping with new situations, and (4) ability to support and enhance the value of the work of peers.

The conduct requirement includes the expectation that you will not allow any cellphones or other electronic devices to emit signals that will disturb the class. Turn them off or don't bring them to class.

5. OTHER REQUIREMENTS

a. Other controlling authority. All of the rules, regulations, and standards published in the undergraduate and graduate bulletins of North Georgia College & State University and the "Regulations of the M.P.A. Program" are incorporated by reference in this document.

b. Cheating and plagiarism. NGCSU's integrity code--"On my honor, I will not lie, cheat, steal, plagiarize, evade the truth, or tolerate those who do"--reflects the university's commitment to academic integrity. The "Academic Integrity Policy" (2006-2008 *Undergraduate Bulletin*, pp. 81-84, and 2006-2008 *Graduate Bulletin*, pp. 18-22) is incorporated herein by reference. Please note that in this course, as in all others at NGCSU, plagiarism and other forms of cheating are expressly prohibited. Any student who commits plagiarism or cheating may receive a reduced grade, which may involve a failing grade, and his or her matriculation in the M.P.A. Program may be terminated by the M.P.A. Advisory Committee. A report of the incident will be provided to the university's Academic Integrity Council. The council and the vice president for academic affairs may take additional action, which may include a formal reprimand, probation, suspension, or expulsion from the university.

c. Disabilities and accommodations. North Georgia College & State University is committed to equal access to its programs, services, and activities for people with disabilities. If you believe that you have a disability

requiring an accommodation, reasonable prior notice needs to be given to the instructor and the Office of Student Disability Resources. In this case, contact Elizabeth McIntosh, coordinator of student disability resources, at Barnes Hall, Room 122 (706-867-2782).

d. On-line students' evaluation of course. Course evaluations at NGCSU are now conducted on-line through BANNER. Evaluation of the class is considered a component of the course and students will not be permitted to access their course grade until the evaluation has been completed. The evaluations will be accessible beginning one week prior to the final-exam week.

e. Reporting of course grades. Course grades are available on BANNER Web 2000 within about two days of the end of final examinations. Except in emergency situations, please do not request grades by telephone, E-mail, or similar method.

Course Grades

Because POLS 7890 is the capstone course of the M.P.A. Program, students will be expected to integrate knowledge and analytical methods obtained in the other core courses and in electives. Evaluations of student work will inevitably reflect that expectation. Course grades will be determined in this manner:

First Case Study Assignment	20%
Second Case Study Assignment	25%
Final Examination	35%
Class Participation	<u>20%</u>
	100%

NOTE TO STUDENTS PREPARING TO GRADUATE

By January 11, you should do the following: (1) submit an application to graduate, (2) pay the graduation-application fee, (3) submit an order for a cap and gown, and (4) pay the cap-and-gown fee. If you don't do these things in a timely manner, you may not graduate in May, even if all of your curricular requirements have been completed. If you plan to graduate at the end of the summer session, then you should do those four things late this semester. Also, if you do not have a plan of study on file, you are very much behind schedule and should arrange for this to happen immediately.

Schedule of Assignments

<u>Day</u>	<u>Date</u>	<u>Topic</u>	<u>Readings</u>
Th	Jan. 10	Life as a Public Administrator	Starling, Ch. 1 Opt.: Cohen, Ch. 1, 11
Th	Jan. 17	Politics and Public Administration	Starling, Ch. 2-3 Opt.: Cohen, Ch. 2
<u>Case:</u> "California Legal Services" (Reich, Chapter 1)			
1. Although the American Bar Association is a private, mutual, professional organization, it seems to possess influence in the operations of governmental legal-aid programs. What does this tell you about the impermeability of the boundary between the public and private sectors?			
2. Show how administrative decisions in this case are kept free of, or are imbued with, "politics."			
3. Identify and evaluate the implications of intergovernmental relations as a theme of this case.			
Th	Jan. 24	Organization	Starling, Ch. 7 Opt.: Cohen, Ch. 5
Th	Jan. 31	Leadership and Management Systems	Starling, Ch. 8 Swiss, Ch. 8-9, 11
<u>Case:</u> "Bureau of Security and Consular Affairs" (Reich, Chapter 3)			
1. Evaluate the manner in which Passport Office Director Frances Knight is supervised, evaluated, and disciplined.			
2. Consider the lines of authority which really provide orders and supervision to bureau chiefs in the Department of State. What type of organization does this system most closely resemble--pyramidal, leader/follower, matrix, or something else?			
3. Predict the success or failure of efforts to install a management system (see Swiss, Ch. 11) at the Department of State.			
Th	Feb. 7	Planning	Starling, Ch. 5
Th	Feb. 14	Strategy and Decision Making	Starling, Ch. 6 Opt.: Cohen, Ch. 9
<u>Case:</u> "Managing Environmental Risk: The Case of Asarco" (Reich, Chapter 11)			
1. Assess public participation as a meritorious or deleterious facet of regulatory decision-making.			
2. Evaluate Ruckelshaus's decision-making process, including its likelihood to produce good decisions and			

to stimulate public support for federal environmental policy.

3. What else might Ruckelshaus have done? What should he have done?

Th Feb. 21 Implementation Starling, Ch. 9

Th Feb. 28 Management by Objectives Swiss, Ch. 3-4

Case: "A Failing Agency: The Federal Trade Commission" (Reich, Chapter 9)

1. Prepare a set of goals for the FTC. Then, prepare a set of objectives for each goal.
2. Show how you would use MBO to achieve the foregoing goals and objectives.
3. How would you structure your MBO systems?
4. What reactions and byproducts--positive and negative--might you anticipate once you implemented your MBO systems?

Th Mar. 6 Evaluation Swiss, Ch. 1

F! Mar. 7 Georgia Public Administration Academic Conference (at NGCSU!); for information, see Web page at <http://www.NGCSU.edu/bdf/GaASPA/index.htm>

Th Mar. 13 Monitoring Performance Swiss, Ch. 5-6

Case: "Pendleton State School" (Reich, Chapter 5)

1. Is Pendleton State School providing worthy service to its residents? Why or why not?
2. How could performance monitoring systems be utilized to determine the performance of the school's administration?
3. Set up a performance monitoring system for the school. Use and process the data in the case. Write a one- to two-page report to the commissioner or to the deputy commissioner summarizing and defending the findings based on the performance monitoring system.

Th Mar. 20 No Class - Spring Break

Th Mar. 27 ADVISEMENT FOR SUMMER SESSION AND FALL SEMESTER
 Budgeting Starling, Ch. 11
 Financial Opt.: Cohen, Ch. 8
 Administration

Case: "Formulating the Reagan Tax Plan" (Starling, 3d ed. [not 6th ed.], pp. 389-397)

- Answer the questions on p. 397.

Th Apr. 3 PREREGISTRATION FOR SUMMER AND FALL
 Personnel Management Starling, Ch. 10
 Opt.: Cohen, Ch. 3-4

Case: "Massachusetts Department of Correction" (Reich, Chapter 8)

1. Determine the relevance of open systems theory to the prison situation.
2. What are the arguments for and against Governor Sargent's practice of deferring decision-making involvement to occasions when irreconcilable disputes among his appointees are referred to his attention?
3. Assess the organizational structure in terms of its value in generating policy in the area of corrections and in terms of facilitating output-oriented personnel evaluation.
4. What do you think are the qualifications necessary to be the commissioner of corrections? In the screening process, what indicators do you think would be valid and reliable in identifying whether a candidate possesses each qualification?
5. Evaluate the three finalists in terms of the qualifications that you enumerated. How do you think that each would perform on the indicators that you proposed? How would you rank the candidates as a result?

F! Apr. 4 M.P.A. Comprehensive Examination, 6 p.m., Dahlonga

Th Apr. 10 Responsibility and Ethics Starling, Ch. 4

Case: "Oversight of the Criminal Division" (Reich, Chapter 4)

1. Columnist Jack Anderson and the *Federal Times* reporters uncovered what appeared to them to be convincing evidence that the Public Integrity Section of the Department of Justice was passive in prosecuting cases. Anderson alleges an attempt by the Public Integrity Section to obstruct a grand-jury investigation. Compare this to Assistant Attorney General Heymann's 8- to 16-hour investigation of the matter (p. 70). Do you think that Heymann has closed this case conclusively? Is congressional oversight unwarranted?
2. Under what conditions can the discretion of an administrator be considered off-limits to oversight and scrutiny?
3. Assess "executive privilege."

Th Apr. 17 TAKE-HOME EXAMINATION IS DISTRIBUTED
 Responsibility and Opt.: Cohen, Ch. 4-10
 Ethics

Case: "Park Plaza" (Reich, Chapter 2)

1. A public administrator may emphasize his or her professional (technical) role or his or her political role. What role does Miles Mahoney emphasize? Should he seek more of a balancing approach? If so, how would he accomplish that?
2. Evaluate the activities of Governor Sargent's advisors--Jack Flannery, Albert Kramer, and William Young.
3. Evaluate Governor Sargent's strategy of "nudging" a reconciliation of the dispute between the state Department of Community Affairs and the Boston Redevelopment Authority.
4. The casebook editor adds a postscript indicating that the governor fired Mahoney amidst an exchange of accusations that damaged both of their careers. Is it reasonable or is it contemptible for an appointee to inflict damage on the elected chief executive? Should Mahoney have resigned quietly? What are the ethical considerations, in terms of morality and in terms of politics?

Th Apr. 24 TAKE-HOME FINAL EXAMINATION IS DUE
 Productivity Swiss, Ch. 10
 Opt.: Cohen, Ch. 6
 Information Starling, Ch. 12
 Opt.: Cohen, Ch. 7

QUESTIONS FOR THE M.P.A. COMPREHENSIVE EXAMINATION

1. What kind of people are drawn to employment in the public sector? What specific tasks do public managers perform?
2. Explain: mosaic organization, conglomerate organization, matrix organization, pyramidal organization.
3. What are some of the principles of organizational design?
4. What are ways of motivating employees?
5. What is leadership? What are some of the characteristics of successful leaders?
6. What kinds of resistance arise when management systems are established? How can this resistance be overcome?
7. Describe the formal, rational planning model.

8. What are the 14 strategies of public management?
9. What are the seven steps in decision-making?
10. What are some problems that arise in implementation? What methods facilitate implementation? Explain methods of scheduling.
11. What is MBO? What is its purpose? Why does MBO sometimes fail? What is goal displacement, and how can it be avoided?
12. What methodological options are available for program evaluation?
13. Discuss the economics of quality control.
14. Explain the "chain of outputs." Should goals and objectives be based on the left side of the chain or the right side? Why?
15. How has the attitude of government officials toward indebtedness evolved historically? toward taxation? How do officials' attitudes toward taxation and debt vary according to their ideologies?
16. What roles do various officials play in public budgeting? How much influence does the president have? What are the characteristics of successful budget staff people?
17. What is the linkage between budgeting and the management system?
18. What are some strategies for recruiting capable employees?
19. Discuss ways of retaining capable, productive employees.
20. What kinds of disciplinary actions are apt to change employees' undesirable behaviors?
21. What should an employee do when filing a grievance? What kind of response from the supervisor would be most prudent?
22. What are some of the 14 signs of a hopeless performer?
23. What is entrepreneurial public management?
24. How can public administration be responsive to the public?
25. How should public managers relate to the news media?

26. Why should public administrators obey laws?
27. What is a conflict of interest? What should a public administrator do when she has such a conflict?
28. What guidelines appear in the Code of Ethics of the American Society for Public Administration?
29. What are the barriers to productivity? How can a manager improve her productivity? Discuss time management.

Vocabulary

Management

Theories X and Y