

**PADM 500: Public Management and Policy
FALL 2013**

Instructor: Shane Day

Time: Thursdays, 4:00pm - 6:30pm

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Office Hours: Tuesdays, 1:00pm to 3:00pm
Wednesdays, 2:00pm to 5:00pm
Or by appointment

Course Description and Goals:

This course serves as one of the core courses in the MPA curriculum, and is designed to serve as an introductory survey to a variety of themes that will transcend much of your remaining coursework in the program. Whether going by the monikers of public administration, public management, governance, or public policy, the study of the practice of government regulation and provision of public services is truly an interdisciplinary endeavor. The imprint of a variety of "traditional" academic disciplines will be evident throughout the semester, as we will examine theoretical work that draws from such diverse fields as political science, economics, managerial science, law, sociology, anthropology, and more. It is therefore helpful to think about the study of public administration as fundamentally "multidisciplinary" or "transdisciplinary". While it will be useful to have a scholarly background in one or more of the above fields, there are no prerequisites for this course.

This course is designed as a survey course which tackles a different theme or themes each week. Much of the subject matter will be theoretical, but we will constantly strive to relate theory to practice in class discussion and in course assignments. One of our first endeavors will be to bring clarity to the relationship between the interrelated fields of public policy and public administration. At a very basic level, public policy can be seen as the study of how authoritative decisions are made and carried out by governments and quasi-governmental institutions. Public administration, meanwhile, involves the study of what government does and how it does it once these authoritative decisions have been made. In this way, public administration can be seen as focused on a particular stage of the policy cycle – the "implementation" of government programs and policies designed to carry out the goals of government institutions. Therefore, we will start the class with a broad discussion of public policy and the policy process, show how this relates to administration, and then progressively focus more and more on the specifics of *how* governments go about their day to day work.

As a survey seminar, the success of this course will depend upon high degrees of student preparation, engagement, and participation. We will be meeting in a mixed delivery format, with students attending lectures in person and via ITV. While video recordings of each lecture will be posted online for your reference, students should plan on attending every session either in person or via live ITV video feed, unless circumstances necessitate your absence. Too many missed live sessions will negatively affect your performance in the class.

As a core course, the primary MPA learning outcomes that will be addressed are as follows:

- 1) Students will demonstrate knowledge of political and legal institutions of governance.
- 2) Demonstrate knowledge of intergovernmental relations.
- 3) Demonstrate the ability to identify policy problems.
- 4) Appropriately and effectively apply management theory and policy analysis.
- 5) Analyze policies and programs by applying appropriate professional ethical standards.
- 6) Demonstrate a nuanced understanding of public service values such as accountability, equity, responsibility, and diversity.

Additionally, by the end of this course students should:

- 1) Understand the similarities and differences between public, private, and non-profit organizations.
- 2) Gain exposure to the overall organizational structure of the US Federal bureaucracy, understand how various political institutions try to exert control over it, and realize the ways in which bureaucracies are able to maintain certain degrees of autonomy.
- 3) Receive an overview of many of the managerial tasks characteristic of public management, and an understanding of many of the main issue areas of concern to public administrators.
- 4) Gain basic applied skills in various functional capacities, such as budgeting, professional writing, etc.

Required Materials:

There is one required text and one recommended text for this course. The required textbook is:

Shafritz, Jay M. and Albert C. Hyde. 2012. *Classics of Public Administration*, 7th edition. Boston, MA: Wadsworth/Cengage Learning. (Hereafter referred to as "Classics").

The recommended text is:

Ferlie, Ewan, Laurence E. Lynn Jr., and Christopher Pollitt. 2007. *The Oxford Handbook of Public Management*. New York: Oxford University Press. (Hereafter referred to as "Handbook").

The Handbook is being assigned as a "recommended" text because we will not be reading every chapter within it. However, it should prove to be a useful desk resource for students as they make their way through the MPA program, so students are encouraged to purchase it. A copy of the Handbook has been placed on reserve in Zimmerman Library for those students who do not wish to purchase the Handbook for themselves.

Additional readings will be available online through UNM Learn. Students should regularly consult UNM Learn through the University of New Mexico Homepage, as I will post the syllabus, course announcements, and other course materials throughout the semester.

Communication:

The easiest way to get a hold of me is through email at shaneday@unm.edu. I will check my email regularly and will respond as soon as I am able (*nota bene*: my availability over the weekend will often be limited). I will also be maintaining regular office hours, and am happy to meet with you in my office outside of established hours if I am available – arranging an

appointment beforehand is helpful but not essential. I will also be using UNM Learn for posting course announcements – again, be sure to check it regularly.

Course Requirements and Grading:

This course will be run as a seminar, which will require a good deal of participation from the class. I will do some lecturing, but will often try to generate class discussion as a means of teasing out key lessons and issue areas. Therefore, I expect frequent attendance and ample preparation before class – this assumes that students will have read the readings for any particular week *before* class is held. Because public administration is considered an “applied” field, a lot of our work will entail doing applied exercises both in class and in the form of various homework assignments.

Case Exercises:

Throughout the semester, students will have the opportunity to apply lessons from class in the context of case study exercises that introduce a specific scenario and ask students to perform a series of tasks and/or answer a series of questions. These assignments will also familiarize students with writing in a professional memo format. There will be a total of six case exercises over the course of the semester, of which students are expected to complete four. This is designed to allow you to pick and choose the issues of most interest to you. Doing all six will NOT result in extra credit, and only the first four completed exercises will be graded for each student.

Article Presentation:

Each student will be responsible for identifying a scholarly article or book chapter that supplements the readings for a particular week. During Week One I will distribute a sign-up sheet which asks each student to indicate their top three choices for the week in which they wish to do this assignment. Students are encouraged to choose the topics which most closely correspond to their own research interests, and every effort will be made to assign students to their first or second choice. The purpose of this assignment is to push students to delve a bit deeper into the subject matter of a particular week and to relate their article to the assigned readings for that week. Students will write a one page single-spaced paper that summarizes their article and identifies how it supplements, supports, or otherwise contradicts the lessons from the assigned readings for that week. This paper will be due by 5pm on the Wednesday before that week’s class session. At the beginning of the class session, the student who writes for that week will give a brief synopsis of the article to the class, and suggest potential questions for class discussion. Finally, students will be asked to submit a citation for their article into the provided folder in UNM Learn, in order for it to serve as a bibliographic reference for other students.

Please note that the article you select should be relevant to the unit for that week, and be a research article of significant length (i.e. no writing on book review articles or editor’s notes). Examples of relevant journals students may wish to check out might include *Public Administration Review*, *Journal of Public Administration Research and Theory*, *Journal of Public Policy*, *Public Administration Quarterly*, *Policy Sciences*, *Journal of Policy Analysis and Management*, *Publius*, *Policy Studies Journal*, etc.

Agency Profile Exercise:

This exercise is designed to serve three purposes: to gain exposure to different bureaucratic organizational principles, to develop skills in negotiating the bureaucratic maze, and to serve as an additional reference resource for the class as a whole. In this exercise, students will identify a bureaucratic organization (preferably federal, but state or local governments are ok with prior approval) and identify its type and place within the system (e.g. department, independent agency, government corporation, etc.). Students will then identify a second-tier office within the organization and briefly outline its mission, areas of oversight, etc. Finally, students will focus upon a third-tier office within the organization and provide various information regarding its budget, mission, organization, etc. You are encouraged to seek out agencies that are engaged in policy areas that match your own interests. Completed assignments will be placed in a folder on UNM Learn to serve as a reference resource for other students. Additional directions regarding this assignment will be handed out at a later date.

Final Exam:

During the final week of class, I will distribute a take-home final exam which covers all of the material throughout the semester. It will consist of a set of essay questions that are designed to allow you to synthesize material across several of the units of the class. It will be open book and open note, and while you will be expected to cite sources, simply re-hashing the readings will be insufficient to perform well on the test. Instead, answers will be graded on the basis of creativity and the ability to identify links between course themes. More information regarding the test format and type of questions will be provided in class later in the semester.

Key Dates:

Each Wednesday: Article Presentation Papers due to me by 5pm (only on your assigned week)

9/26: Case Exercise 1 due in class

10/3: Case Exercise 2 due in class

10/9: Case Exercise 3 due via email by 5pm

10/24: Case Exercise 4 due in class

10/31: Agency Profile Exercise due

11/14: Case Exercise 5 due in class

12/5: Case Exercise 5 due in class

12/7: Final Exam due by 5pm

Grading:

The weighting of the course elements for the semester grade is as follows:

Case Exercises (Choose 4 of 6)	40% (10% each)
Agency Profile Exercise	10%
Article Presentation	10%
Final Exam	30%
Participation	10%

Course Schedule and Outline:

The following is a tentative schedule of weekly topics. Note: the schedule is subject to change. I reserve the right to make revisions to the syllabus and to make adjustments to the reading assignments. I will announce such changes in class and through UNM Learn.

Week One – 8/22: Introductions

Week Two – 8/29: Defining Public Administration, Public Management, and Public Policy

Read: "Classics" Chapters 1-4, and 6-7
Hood, Chapter 1 in "Handbook"
Excerpts from Anderson, "Public Policymaking"

Week Three – 9/5: Early Approaches to the Study of Public Administration, and the Distinction between Public, Private, and Non-Profit Organizations

Read: "Classics" pages 58-80, Chapters 10, 12, 15, 17, and 39
Lynn, Chapter 2 in "Handbook"
Rainey and Chun, Chapter 4 in "Handbook"

Week Four – 9/12: Approaches to the Policy Process

Read: "Classics" Chapters 20, 33, and 57
Weimer and Vining, Chapter 9 in "Handbook"
Excerpts from Lasswell, "A Preview of the Policy Sciences"
Excerpts for Sabatier, "Theories of the Policy Process"
Schneider and Sidney, "What is Next for Policy Design and Social Construction Theory?"

Week Five – 9/19: Organizational Theory and Culture

Read: "Classics" Chapters 9, 11, 16, 21, and 48
Dingwall and Strangleman, Chapter 20 in "Handbook"
Excerpts from Bolman and Deal, "Reframing Organizations: Artistry, Choice, and Leadership"
Moon, "Organizational Commitment Revisited in New Public Management: Motivation, Organizational Culture, Sector, and Managerial Level"

**** Case Exercise 1 distributed in class

Week Six – 9/26: Federalism and Intergovernmental Relations

Read: "Classics" Chapter 23, 36, and 47
Pollitt, Chapter 16 in "Handbook"
Bowman, "Trends and Issues in Interstate Cooperation"
Thurmaier and Wood, "Interlocal Agreements as Overlapping Social Networks: Picket-Fence Regionalism in Metropolitan Kansas City"
Excerpts from Zimmerman, "Contemporary American Federalism"

**** Case Exercise 2 distributed in class

Week Seven – 10/3: Public-Private Partnerships and Government Contracting

Read: "Classics" Chapter 46
Skelcher, Chapter 15 in "Handbook"
Smith, Chapter 25 in "Handbook"
Excerpts from Cooper, "Governing by Contract: Challenges and Opportunities for Public Managers"
Romzek and Johnston. "State Social Services Contracting: Exploring the Determinants of Effective Contract Accountability"

**** Case Exercise 3 distributed in class

Week Eight – 10/10: FALL BREAK (NO CLASS)

Week Nine – 10/17: Collaboration and Public Participation

Read: "Classics" Chapter 59

Innes and Booher, "Reframing Public Participation: Strategies for the 21st Century"

King, Feltey, and Susel, "The Question of Participation: Toward Authentic Public Participation in Public Administration"

McGuire, "Collaborative Public Management: Assessing What We Know and How We Know It"

Excerpts from O'Leary and Bingham, "The Collaborative Public Manager: New Ideas for the Twenty-First Century"

Rowe and Frewer, "Public Participation Methods: A Framework for Evaluation"

**** Case Exercise 4 distributed in class

Week Ten – 10/24: The Civil Service and Personnel Management

Read: "Classics" Chapters 14, 19, 35, 42, and 49

Denis, et al., Chapter 19 in "Handbook"

Ingraham, Chapter 22 in "Handbook"

Excerpts from Henry, "Public Administration and Public Affairs"

Week Eleven – 10/31: Organization of the Bureaucracy, Executive Branch, and Efforts at Reorganization

Read: "Classics" Chapters 26 and 28

Excerpts from Cohen, et al., "Crisis Bureaucracy: Homeland Security and the Political Design of Legal Mandates"

Kettl, "The Executive Branch"

March and Olsen, "Organizing Political Life: What Administrative Reorganization Tells Us about Government"

Moynihan, "Homeland Security and the U.S. Public Management Policy Agenda"

Wise, "Organizing for Homeland Security after Katrina: Is Adaptive Management What's Missing?"

**** Agency Profile Exercise Due

Week Twelve – 11/7: Public Finance and Budgeting

Read: "Classics" Chapters 13, 22, 27, 37, 41, 56

Rubin and Kelly, Chapter 24 in "Handbook"

Excerpts from Gosling, "Budgetary Politics in American Government"

**** Case Exercise 5 distributed in class

Week Thirteen – 11/14: Public Administrative Ethics

Read: "Classics" Chapters 34, 38, 45, 51, and 58

Dobel, Chapter 7 in "Handbook"

Week Fourteen – 11/21: THANKSGIVING BREAK (NO CLASS)

Week Fifteen – 11/28: Policy Analysis and Program Evaluation

Read: Dahler-Larsen, Chapter 26 in "Handbook"
Rossi, Lipsey, & Freeman, *Evaluation*, Chapters 1, 2, 7, and 8
Excerpts from Weimer and Vining, "Policy Analysis"

**** Case Exercise 6 distributed in class

Week Sixteen – 12/5: The Reform Movement and Future of Public Administration

Read: "Classics" Chapters 52, 53, 54, and 55
Meier and Hill, Chapter 3 in "Handbook"
Talbot, Chapter 21 in "Handbook"
Nathan, "Reinventing Government: What Does it Mean?"

**** Final Exam distributed in class (due by 5pm 12/7)

Academic Integrity:

The University of New Mexico believes that academic honesty is a foundation principle for personal and academic development. All University policies regarding academic honesty apply to this course. Academic dishonesty includes, but is not limited to, cheating or copying, plagiarism (claiming credit for the words or works of another from any type of source such as print, Internet or electronic database, or failing to cite the source), fabricating information or citations, facilitating acts of academic dishonesty by others, having unauthorized possession of examinations, submitting work of another person or work previously used without informing the instructor, or tampering with the academic work of other students. The University's full statement on academic honesty and the consequences for failure to comply is available in the college catalog and in the Pathfinder. It is also the prerogative of the instructor to assign failing grades, either to a particular assignment or for the final course grade, to students who violate academic conduct standards.

Students with Disabilities:

Accessibility Services (Mesa Vista Hall 2021, 277-3506) provides academic support to students who have disabilities. If you think you need alternative accessible formats for undertaking and completing coursework, you should contact this service right away to assure your needs are met in a timely manner. If you need local assistance in contacting Accessibility Services, see the Bachelor and Graduate Programs office.

Library and Tutorial Services:

UNM-Main campus provides many library services and some tutorial services for both on-campus and distance students. For library services, go to <http://www.unm.edu/libraries/> to link to a specific library or to contact a librarian. For tutorial services, go to <http://caps.unm.edu/online> to explore UNM's online services.