

School of Public Administration
University of New Mexico
PADM 500: Public Management & Policy
Fall 2013

Professor: Stephanie L. Smith, Ph.D.
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Course meetings: Thursdays, 4-6:30 PM

Course Description

This course is designed to engage participants in thoughtful consideration and discussion of enduring questions and themes in public administration with implications for practice. This is a survey course organized surrounding a different theme for each class meeting. We will use this format to enhance our understanding of big picture issues in the study and practice of public administration with a focus on the U.S. context, grounding our inquiry in important historical foundations and theoretical developments in the field. This course highlights ways in which practitioners and scholars can use different analytic lenses to enhance our understanding of central public management and policy challenges by examining such issues as government reform, democratic accountability, leadership and ethics. It also encourages participants to apply their analytic skills through case studies of public management challenges. We will use large and small group discussions and role-plays to connect theory and practice.

The success of this course relies heavily upon how engaged participants are in the various components of the course. The role of the instructor is to facilitate and guide learning through class discussions, activities, assignments and feedback. The course favors an active role for participants over the more passive role taken in a lecture-oriented format. Be prepared to engage the course material and each other, to draw on assigned readings and your experiences working and interacting with public organizations and policy. We will work from the premise that all participants bring important knowledge, skills, experiences and insights to the course that we can draw upon to create a successful collaborative learning experience.

In addition, the following MPA core learning outcomes will be addressed in this course. Students will:

- Demonstrate knowledge of political and legal institutions of governance
- Demonstrate knowledge of intergovernmental relations
- Demonstrate the ability to identify policy problems
- Appropriately and effectively apply management theory and policy analysis
- Analyze policies and programs by applying appropriate professional ethical standards

- Demonstrate a nuanced understanding of public service values such as accountability, equity, responsibility, and diversity

Students are encouraged to meet with the instructor individually to discuss their progress in the course, course assignments and expectations, and other matters related to having a successful MPA program experience.

Course Requirements, Grading and Readings

Class participation, attendance & cases

Participation & attendance

This course relies heavily on the participation of everyone involved. The instructor will give presentations, but learning occurs primarily through active engagement with material, including discussion of concepts, evaluation and analysis of materials, and application in cooperation with your colleagues. For this reason, your attendance and active participation is expected at all class sessions. Each class session will begin promptly at 4 PM and you are expected to be ready to engage fully in the course at that time.

In order to encourage full participation and reward those that make strong contributions to the quality of the learning environment in the course, class participation forms a substantial portion of the grade (25%). A grade of “A” on class participation may be earned by attending all class sessions in their entirety and consistently contributing to class discussions and activities in a way that demonstrates thoughtful consideration of the readings. Participation grades will be negatively affected by missing more than one class meeting, being disengaged during class, returning late from breaks, coming to class late or without having prepared course readings (read and considered). Notify the instructor of medical or family emergencies in a timely fashion so that these will not adversely affect the participation and attendance grade. It is your responsibility to communicate with the instructor about these matters.

Please note that class participation involves active engagement with course material as described above, as well as respect and consideration for the opinions of other members of the class.

Cases

We will be using the case method to further the learning objectives of this course as outlined in the course description section above. Cases describe situations that public managers and policymakers face in the real world. The case approach provides us with opportunities to discuss practical public management issues and challenges as they relate to session topics. Our objective is to uncover deeper management principles through practical application of our analytic skills. We will be using this approach to provide yet another kind of learning experience, another avenue to analyze course materials and draw lessons for practice.

Case readings are required. It is vital that you follow these steps:

1. Read cases carefully
2. Identify the central actors (individuals and agencies) and issues raised
 - a. Ask who, what, when, where, why and how about the case
3. Consider the significance of the cases. Ask yourself:
 - a. What is the central dilemma or problem in the case?
 - b. Why are we reading this?
 - c. What does it mean for public managers and policymakers?

Do these before each class meeting so that you will be able to participate fully in the analysis we do during class and take something away from the experience. Speak up with your observations and insights to the case. Engagement in case analysis counts toward participation grades.

Assignments

Reading reflection

This assignment is designed to provide structure and discipline to your interactions with readings assigned during the course, as well as opportunities to learn from and interact with your colleagues. For many, this course will mark re-entry to the academic world. Your mind will want to wander while you are preparing for class meetings. You will get more out of the process by taking notes while reading and by reflecting on the core message(s) of each reading afterward. You will also be better prepared to contribute to class discussions through clarifying and probing questions and sharing your interpretation of readings.

Prepare 2-3 paragraphs considering issues, factors and/or questions raised by 1-2 of the assigned readings for **6 of the 8 weeks a reflection is assigned** (see weekly assignments later in the syllabus for dates and topics). You should give careful attention to all of the readings, but this assignment only requires you to address 1-2 readings. **Reflect on major themes of the readings, note points that you do not understand, and consider what the reading means for public managers and/or policymakers.** Post your reflection to the corresponding UNM Learn discussion string by midnight the Tuesday before the class meeting for which it was assigned. Reflection posts will earn full credit, no credit or partial credit depending upon the extent to which requirements are met and are worth 20% of the overall course grade. *You are encouraged but not required to further online discussion by commenting upon your colleague's postings.*

Integrative analysis

The purpose of this assignment is to strengthen the connections between public management topics covered in this course and scholarly literature outside its scope. This assignment gives participants an opportunity to further explore what is being written,

discussed and debated beyond the confines of this syllabus while further refining their understanding of a topic that falls within its purview.

Step 1

Select one of the following readings assigned for this course to ground your analysis:

Week 3: Imperial (2005)

Week 4: Brown, Potoski & Van Slyke (2006 or 2007)

Week 5: Bradbury & Kellough (2011) or Stivers (1990)

Week 6: Goss (1996)

Week 7: Terry (1990) or Borins (2000)

Step 2

Search for and select two other articles addressing the same topic as the course reading you selected. The additional articles should be selected from the list of approved PA journals provided by the instructor unless permission is granted to use another source (see UNM Learn).

Step 3

Conduct an analysis that integrates concepts and findings from the readings that you have selected, using the course reading as the centerpiece for discussion. In other words, use the ‘new’ material you have discovered to critique the course reading. Use the following guidelines:

1. Summarize the main points of the course reading. Briefly describe the research methodology or analytical approach used to reach conclusions.
2. Introduce the ‘new’ readings and discuss how they support and/or detract from the course reading selected. How do the ‘new’ readings help us to understand the issue differently?
3. Which reading (new or from the course) has the most relevant things to say on the topic? Which one is best supported and how?
4. What is it about these readings that public managers and/or policymakers should be paying attention to? What is the key message?
5. How might public service values, such as accountability, equity, responsibility and diversity, be supported or undermined in the process of putting the topic investigated into practice? What are the key takeaways for public managers and/or policymakers in this light?

Use the memo heading format: **To: Dr. Smith, From: (your name), Date:, Re:**

Include full citations for the ‘new’ readings you write about at the end. Use APA style. Grading will be based on your presentation of a logical argument, the extent to which you follow the guidelines above, and clear writing. Read and follow the instructions very carefully. The analysis and references may take up to 3 single-spaced pages all-inclusive. Use 1” margins and 12 point Times New Roman font. **The assignment is due by 9 AM on Monday, Oct.14th, to the assignments section of UNM Learn.**

Stakeholder analysis: a group assignment

The purpose of this assignment is to identify opportunities and constraints with respect to stakeholder influence on policy decisions. This assignment offers an opportunity to examine a policy issue from the perspective of various stakeholders, including politicians, public managers, frontline workers, citizens and others that are likely to be directly and indirectly affected by a proposed policy decision/change. There are written and presentation components to this assignment.

Step 1

Identify a local, state or national issue for which at least one formal policy proposal exists. Recent examples of policy proposals include: a county proposal to increase the minimum wage; a state proposal to increase special education funding; and a national proposal to expand background checks for gun purchases. Select a formal proposal, such as a bill, that will come up for a decision by a recognized governing authority (e.g. city council, legislature, board, etc.). The purpose of this assignment is not to take a position on the proposal, but to analyze stakeholder interests, beliefs, resources and strategies.

Step 2

Assess your ability to answer the following questions (Weible 2007, p. 96; see readings for Week 10):

1. “Who are the stakeholders to include in the analysis?”
2. What are the stakeholders’ interests and beliefs?
3. Who controls critical resources?
4. With whom do stakeholders form coalitions?
5. What strategies and venues do stakeholders use to achieve their objectives?”

Choose another issue if there is not enough readily (publicly) available information to answer these questions. You are not expected to conduct interviews to inform your analysis. Consult the instructor if you feel a need to consult sources that are not publicly available.

Step 3

Conduct an analysis that identifies 4-5 central stakeholder groups, considers each of their interests, beliefs, resources and existing/potential coalition partners, and identifies the strategies and venues each uses to achieve their policy objectives. In other words, conduct an analysis that responds to the set of questions presented under Step 2.

Write up your analysis using the following guidelines:

1. Cover page with title and all group members listed
2. Introduction (guideline: 2 pages)
 - a. Introduce the policy proposal. Summarize the who, what, when, where & why of the proposal. Resist the urge to evaluate the proposal from your own perspective.

- b. Write about 2 paragraphs describing what stakeholder analysis is and what you have done in your analysis, including a description of sources of information and limitations to your analysis. Basically, write a methodology section for your paper.
3. Stakeholder analysis (guideline: 6-8 pages; 1 ½ for each stakeholder)
 - a. Write several paragraphs presenting your stakeholder analysis. Your analysis should address all five of the questions noted under Step 2 with respect to 4-5 significant stakeholder groups.
 - b. Suggestion: create a sub-heading for each stakeholder group and write about them separately
4. Opportunities and constraints (guideline: 2 pages)
 - a. Identify opportunities and constraints for each of the stakeholder groups with respect to the policy proposal. What role do political and legal institutions, including intergovernmental relationships, play in opening or constraining stakeholder opportunities to influence the policy decision? Is there (un)recognized potential for coalition building?
5. Ethical considerations (guideline: 1-2 pages)
 - a. Do you have any ethical concerns about the policy proposal or representation of stakeholder groups in the decision making process? Does anything need to be done to protect vulnerable groups? What risks might there be and how can they be mitigated? Draw upon your knowledge of professional ethical standards in this section.
6. Conclusion (guideline: 1 page)
 - a. Summarize main points concerning stakeholders in stronger and weaker positions to influence the policy decision and briefly point to ethical considerations that may require action.
7. References (guideline: pages needed)
 - a. Include full reference information following APA style. It is expected that you will draw upon assigned readings from the course to inform the methodology and analysis and upon documents that help you to learn about the specific policy, stakeholders and debates.

Each group will present their stakeholder analysis in our class meeting on **Thursday, November 21st**. More details will be provided during the semester.

Evaluation of the written assignment will be based on how well you address the points above and clear writing. Each analysis may consist of up to 15 double-spaced pages, not including a title page, references or tables. Use 1” margins, 12 point Times New Roman font. **This assignment is due by 9 AM on December 9th to the assignments section of UNM Learn.**

Each group member should also send 1-2 paragraphs or a series of bullet points concerning the contributions of each group member (yourself included) to the instructor via UNM Learn messages (internal) by 9 AM on Monday, December 9th. Address contributions of each group member in terms of researching, conducting the

analysis and writing the paper. This feedback will be considered in evaluation of the assignment and participation grades for the course.

Academic Integrity

All students are expected to maintain the highest standards of academic integrity throughout the course. Academic dishonesty, as outlined in the University of New Mexico’s Student Code of Conduct, includes:

“2.4. Academic dishonesty, including, but not limited to, dishonesty in quizzes, tests, or assignments; claiming credit for work not done or done by others; hindering the academic work of other students; misrepresenting academic or professional qualifications within or without the University; and nondisclosure or misrepresentation in filling out applications or other University records” (see the Dean of Students Office website <http://pathfinder.unm.edu/campus-policies/student-code-of-conduct.html#studentcode> Accessed 1/4/2012).

Plagiarism—intentional or not—is unacceptable. Any words or ideas based on others’ work should be fully credited. Any work submitted should be your own. The instructor will take action on incidents of academic dishonesty as allowed under the University of New Mexico’s Student Code of Conduct. Please contact the instructor with any questions that may arise throughout the semester about what constitutes academic dishonesty.

Grading

Class attendance and participation	25%
Reading reflections	20%
Integrative analysis	25%
Stakeholder analysis (group assignment)	25%
Group presentation	5%
Total	100%

Assignments will be penalized half a grade for each day they are late. For example, one day late reduces from A to A-; two days late from A- to B+; and so on. Penalties will not be applied in cases of medical and family emergencies, but cases of poor planning will not be excused.

Students with special needs

Please communicate with the instructor about how she can assist in assuring your rights to equal educational opportunities and reasonable accommodations to facilitate your success in this course. UNM’s policy 2310 “Academic adjustments for students with disabilities” can be found at: <http://www.unm.edu/~ubppm/ubppmanual/2310.htm> (Accessed 1/4/2012).

Readings

There is no required textbook for this class. Required readings, including articles, chapters and cases, are posted through UNM library e-Reserves as PDF files for you to access at your convenience with the password: **foundations**. You will find readings listed alphabetically by author last name or case title in the folder for cases. Please do not leave this to the last minute, as technical glitches are not an excuse for being unprepared to discuss readings and participate in case activities during class.

Please note that you may want to have access to reading materials during the course meeting for which they are assigned. In other words, you may want to print them out or have them available in electronic form during class. You will want to have access to all cases during class meetings.

Reading tip

Make a habit of noting key points and questions about assigned readings and bringing them with you to class for discussion. This will not be formally graded, but it is likely to affect the quality of your participation during class, your performance on assignments and what you take away from the course.

Week	Theme
1 (Aug. 22)	Course introduction
2 (Aug. 29)	<p>Historical foundations of public administration</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Donald F. Kettl (2002) The transformation of governance, Ch. 2 ○ Woodrow Wilson (1887) The study of administration ○ Camilla Stivers (1995) “Settlement women and bureau men” <i>PAR</i> 55: 522-29 ○ David Rosenbloom (2008) The politics-administration dichotomy in U.S. historical context in <i>PAR</i> Jan/Feb: 57-60 <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
3 (Sept. 5)	<p>Political & legal institutions of governance</p> <p>Readings</p> <ul style="list-style-type: none"> ○ David H. Rosenbloom (1983) Public administrative theory and the separation of powers in <i>PAR</i> ○ Jonathan Koppel (2010) Administration without borders in <i>PAR</i> ○ Mark T. Imperial (2005) Using collaboration as a governance strategy: lessons from six watershed management programs in <i>Administration & Society</i> <p>Prepare case</p> <ul style="list-style-type: none"> ○ Integrating housing and social services: local initiative versus federal mandate, Electronic Hallway <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
4 (Sept. 12)	<p>Reform, reinvention & the new public management</p> <p>Readings</p> <ul style="list-style-type: none"> ○ David Osborne & Ted Gaebler (1993) <i>Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector</i>, Introduction, pp. 1-24 ○ Donald F. Kettl (2000) <i>The global public management revolution</i>, chapters 1 & 2, pp. 1-29 ○ Brown, Potoski & Van Slyke (2006) Managing public service contracts: aligning values, institutions, and markets in <i>PAR</i> ○ Brown, Potoski & Van Slyke (2007) Trust and contract completeness in the public sector in <i>Local Government Studies</i> 33(4): 607-623 <p>Prepare case</p> <ul style="list-style-type: none"> ○ Government/nonprofit contracting exercise, Electronic Hallway <ul style="list-style-type: none"> • This exercise will be conducted entirely during the class meeting. There is no need to meet outside class. <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion

<p style="text-align: center;">5</p> <p style="text-align: center;">(Sept. 19)</p>	<p>Public service values: equity & diversity</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Dwight Waldo (1948) The administrative state: conclusion ○ H. George Frederickson (1971) Toward a new public administration ○ Camilla Stivers (1990) Toward a feminist perspective in public administration theory ○ Bradbury & Kellough (2011) Representative bureaucracy: assessing the evidence on active representation in <i>The American Review of Public Administration</i> <p>Prepare case</p> <ul style="list-style-type: none"> ○ Casa de Esperanza A, Electronic Hallway <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p style="text-align: center;">6</p> <p style="text-align: center;">(Sept. 26)</p>	<p>Public administration & ethics</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Robert P. Goss (1996) “A distinct public administration ethics?” in <i>Journal of Public Administration Research & Theory</i> 6(4): 573-597 ○ Rosemary O’Leary (2006) <i>The Ethics of Dissent: Managing Guerrilla Government</i>, chapter 1, pp. 4-26 ○ American Society for Public Administration Code of Ethics <ul style="list-style-type: none"> ○ Find at www.aspanet.org <p>Prepare case</p> <ul style="list-style-type: none"> ○ An ethical dilemma at the Cumbrian Cultural Endowment Foundation, Electronic Hallway <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p style="text-align: center;">7</p> <p style="text-align: center;">(Oct. 3)</p>	<p>Leadership & the public sector</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Larry D. Terry (1990) Leadership in the administrative state” in <i>PAR</i> 21(4): 395-412. ○ Sanford Borins (2000) “Loose cannons and rule breakers, or enterprising leaders? Some evidence about innovative public managers” in <i>PAR</i> 60(6): 498-507. ○ Heather Getha-Taylor et al. (2011) “Focusing the public leadership lens: research propositions and questions in the Minnowbrook tradition” in <i>JPART</i>. <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p style="text-align: center;">8</p> <p style="text-align: center;">(Oct. 10)</p>	<p>University-wide fall break</p> <ul style="list-style-type: none"> ○ Classes are not scheduled on Thursday & Friday this week ○ Office hours available by appointment <p>Assignment due</p> <ul style="list-style-type: none"> ○ Integrative analysis due by 9 AM on Monday, Oct.14th

<p>9</p> <p>(Oct. 17)</p>	<p>The policy process: concepts & theory</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Paul Sabatier (2007) chapter 1, “The need for better theories” in <i>Theories of the Policy Process</i>, Second Edition ○ Deborah Stone (1989) “Causal stories and the formation of policy agendas,” <i>Political Science Quarterly</i> ○ Stephanie Smith & Shailes Neupane (2011) “Factors in health initiative success: Learning from Nepal’s newborn survival initiative” in <i>Social Science & Medicine</i> <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>10</p> <p>(Oct. 24)</p>	<p>Stakeholder analysis</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Brugha & Varvasovszky (2000) “Stakeholder analysis: A review” in <i>Health Policy and Planning</i> ○ Varvasovszky & Brugha (2000) “How to do (or not to do)...A stakeholder analysis” in <i>Health Policy and Planning</i> ○ Christopher M. Weible (2007) “An Advocacy Coalition Framework approach to stakeholder analysis: understanding the political context of California marine protected area policy” in <i>JPART</i> <p>Prepare case</p> <ul style="list-style-type: none"> ○ Implementing a new drug and alcohol treatment model in Sacramento County (A), Electronic Hallway
<p>11</p> <p>(Oct. 31)</p>	<p>Implementing public policy</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Pressman & Wildavsky (1973) <i>Implementation</i>, Chapter 1 ○ Michael Lipsky (2010) <i>Street-level bureaucracy</i>, Part 1 ○ Maynard-Moody & Musheno (2000) “State agent or citizen agent: two narratives of discretion” in <i>JPART</i> ○ Eugene Bardach (2004) “Presidential address – the extrapolation problem: how can we learn from the experience of others?” In <i>JPAM</i> <p>Prepare case</p> <ul style="list-style-type: none"> ○ Implementing a new drug and alcohol treatment model in Sacramento County (B), Electronic Hallway <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>12</p> <p>(Nov. 7)</p>	<p>Group work on stakeholder analysis</p> <ul style="list-style-type: none"> ○ Sign up to meet with the instructor during the regularly scheduled class meeting time. Bring outlines and/or drafts to the meeting for discussion and feedback.

<p>13 (Nov. 14)</p>	<p>Group work on stakeholder analysis</p> <ul style="list-style-type: none"> ○ Sign up to meet with the instructor as needed during regularly scheduled class time.
<p>14 (Nov. 21)</p>	<p>Present stakeholder analysis projects</p> <ul style="list-style-type: none"> ○ Group presentations
<p>15 (Nov. 28)</p>	<p>Thanksgiving break</p> <ul style="list-style-type: none"> ○ No class meeting ○ Office hours by appointment only (Mon.-Wed.)
<p>16 (Dec. 5)</p>	<p>PA & the future Readings</p> <ul style="list-style-type: none"> ○ Rosemary O’Leary & David Van Slyke (2010) “Introduction to the Symposium on the Future of Public Administration in 2020” in <i>PAR</i>
<p>Final exam week (Dec. 9-14)</p>	<p>Assignment due</p> <ul style="list-style-type: none"> ○ Stakeholder analysis <i>and</i> review of group member contributions due by 9 AM Monday, December 9th via UNM Learn