

**University of Wisconsin-Madison
La Follette School of Public Affairs**

PA 878: Public Management
Fall 2007, TH 3:30-5:25 pm, Office Hours: TH 1:00-3:00
Location: 4308 SOC SCI

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Introduction

In this course, we will examine public management, and specifically public managers, in the United States. We will analyze how public agencies and their employees at all levels of government contribute to our system of democratic governance. We will also identify how these public servants work within an intensely political environment. We will move forward in four main steps. First, we will examine the origin, development, and nature of public management. Second, we will look at some of the main tasks of public managers. Third, we will investigate the several forms of political interactions between agencies and a number of external political actors found within their environment, including political executives, legislatures, courts, other bureaucracies, interest groups, and the general public. Fourth, we will look at public management in a broader context and explore a number of other issues vital to public administrators and society.

Method of Instruction

The course will be conducted using short lectures on the scholarly literature relevant to the topics under consideration, discussion of those findings, issues raised in the assigned readings, and issues in the news. Additionally, we will use case studies to guide our discussions. In this process, our general goals are to become familiar with the conceptual issues that inform our understanding of bureaucratic politics and public management today.

Projects and Evaluation

- 1) Management Plan – See appendix. The management plans are due before 9:00 AM on Monday Dec. 17th. You must email me a copy of your management plan.
- 2) Management Topic Report – See appendix. The sign-up will be by lottery during the second class meeting period. The memo must be emailed to me one week before your scheduled presentation.
- 3) Class Exercises and Other Worksheets. I periodically assign class exercises (both in and out of class), as well as other worksheets to be completed. These exercises are graded on a Pass/Fail basis. One must be in class to participate in the “in class” assignments. If not in class, then late penalties apply.
- 4) Class Atmosphere, Discussion, and Participation. Our goal is to maintain a provoking and thoughtful discussion that incorporates many points of view. Class discussion and participation are critical to maintaining an informed conversation about our topic matter. I do not specifically count attendance as part of your discussion grade, and you cannot participate in discussion or other class exercises if you are not present. Moreover, I reserve the right to begin taking attendance at any point in the semester should class participation be consistently low. Equally essential to making such contributions is staying up with the readings, participating in all class discussions, news discussions, actively joining small group discussions of case studies or other readings, and writing astute comments on your classmate’s presentation evaluations.

I expect that you will have completed all the readings before each class. I expect that you will not show up late to class consistently. I expect that you will treat your fellow classmates and me with respect and dignity. Failure to meet these expectations will result in a reduction in your course participation grade and, in some circumstances, will equate with much more drastic ramifications.

Summary

Management Plan	40%
Management Topic Report	40%
Memo (15%)	
Class Presentation (20%)	
Class Activity (5%)	
Exercises and Other Worksheets	10%
Class Atmosphere, Discussion, and Participation	10%

Late Assignments

All assignments that are not provided to me at the beginning of class (or when requested, as per the syllabus) will be reduced by 20% automatically. Assignments will then be deducted by another 20% for each additional day late (beginning at 8 AM the next day). I do not accept any assignments via email unless otherwise authorized by me. Please do not slide late assignments under my door. If you must provide an assignment to me, and I am not in my office, then do not move forward without receiving the signature and a time stamp from a secretary or other office personnel. Without this time stamp and signature, I will not “accept” the document.

Expectations for Academic Integrity

I expect a full adherence to UW's code of academic integrity. I also expect that you will acknowledge all ideas that are not your own through proper citation. Please put all direct quotes in quotations. This issue is very important. Any accepted format for citation may be used as long as it is used consistently. You may want to follow the style format of a major public administration journal, such as, *Public Administration Review*, *Journal of Public Administration Research and Theory*, or *Administration and Society*.

There is to be no cheating in this course – be it via plagiarism or some other form of falsification. I may run all student memos and papers through the software that checks for academic violations. Students who do not adhere to the highest levels of integrity may receive no credit on assignment or exam (i.e. a zero), fail the course, or suffer the more extreme consequences of some other action, depending on the action.

Disabilities

The Americans with Disability Act (ADA) is a federal anti-discrimination statute that provides comprehensive civil rights protection for persons with disabilities. Among other things, this legislation requires that all students with disabilities be guaranteed a learning environment that provides for reasonable accommodation of their disabilities. If you believe you have a disability requiring accommodation, please advise the instructor.

Email

I will return emails from students within three business days.

Readings

The following books and a reader will be part of the required readings for the course.

1. Wilson, James Q. 1989. Bureaucracy: What Government Agencies Do and Why They Do It. Scranton, PA: Basic Books.
2. Stillman, Richard J. 2005. Public Administration: Concepts and Cases. New York, NY: Houghton Mifflin Press.
3. Yackee Coursepack.

**** Note:** I owe a deep debt to Drs. Dennis Dresang and Don Moynihan for sharing their information, specific language for several of the student projects, and guidance generally. I wish to acknowledge their work.

Dr. Susan Yackee
PA 878

Schedule of Activities

Thursday Sept. 6 – Introductions and Course Overview

Unit 1: Definitions and Concepts

Thursday Sept. 13 – What is Public Management?

*Lynn, Laurence E., Jr. 2003. "Public Management." In J. Pierre and B. Peters, eds., Handbook of Public Administration, pp. 14-24.

*Stillman, chapter 1

Thursday Sept. 20 – Public Bureaucracy – Actors and Structure

*Stillman, chapter 2

*Wilson, chapter 1

*Wilson, chapter 2

Thursday Sept. 27 – Organizational Culture and Constraints

*Stillman, chapter 11

*Wilson, chapter 6

*Wilson, chapter 7

Unit 2: Major Functions and Identity

Thursday Oct. 4 – Decision making and Administrative Law

*Stillman, chapter 8

*Stillman, chapter 14

*Status Report on Management Plan *and* Implementation Report

Thursday Oct. 11 – Program Management and Leadership

*Stillman, chapter 3

*Emergency Management Handout

Thursday Oct 18 – Personnel Management and Public Budgeting

*Human Resources Management Handout

*Human Resources Exercise Due

*Case: Replacing the Police Chief

*Stillman, chapter 12

Thursday Oct. 25 – Prep Time

*Budgeting Exercise

Unit 3: The Larger Political Environment**Thursday Nov. 1 – Issue Networks and the Presidency**

*Budgeting Exercise Due

*Stillman, chapter 14

*Wilson, chapter 14

Presentation_____

Thursday Nov. 8 – Legislatures and Balancing Vested Interests

*Wilson, chapter 5

*Wilson, chapter 13

*Case: Redeveloping the Waterfront

Presentation_____

Thursday Nov. 15 – The Courts and Public Opinion

*Wilson, chapter 15, “Courts”

*Goodsell, Charles T. 2004. “Bureaucracy Despised, Disparaged, and Defended” in *The Case for Bureaucracy*. Pages 1-23. CQ Press.

**Skim*: Yackee, Susan Webb and David Lowery. 2005. “Understanding Public Support for the U.S. Bureaucracy: A Macro Politics View.” *Public Management Review*, Vol. 7: 515-536. [Find on-line.]

Presentation_____

*Status Report on Management Plan

Unit 4: Your Service – Expectations and New Directions**Thursday Nov. 22 – Thanksgiving [No Regular Class Meeting]****Thursday Nov. 29 – Street-Level Bureaucracy – Public and Not for Profit Delivery**

*Lipsky, Michael. 1980. *Street Level Bureaucracy: Dilemmas of the Individual in Public Services*. New York: Russell Sage Foundation, Chapters 1 and 2

**Skim*: Werther, William B. Jr. and Evan M. Berman. 2001. “The Third Sector” in *Third Sector Management: The Art of Managing Nonprofit Organizations*. Georgetown University Press.

*Case: Giving in the Wake of Terror

Presentation_____

Thursday Dec. 6 – New [and Not So New] Forms of Public Management

*Kettl, Donald F. 2000. "The Transformation of Governance: Globalization, Devolution, and the Role of Government." *Public Administration Review*. 60: 488-497. [Find on-line.]

**Skim*: Cooper, Phillip J. 2003. "Getting a Good Deal for the Public: Moving Past Advocacy and Beyond Bidding" in *Governing by Contract: Challenges and Opportunities for Public Managers*." CQ Press.

*Case: Private Food Service in Houston Public Schools?

Presentation_____

Thursday Dec. 13 – Reforming Public Management and Administrative Ethics

*Stillman, chapter 16

Monday Dec. 17 – Management Plans Due. Email me a copy by 9:00 AM on Dec. 17th.

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Appendix 1: Guidelines for Management Plan Assignment

The purpose of the Management Plan is to discuss what you would do if you were appointed to head the public agency or nonprofit organization that you have selected for this assignment. The pedagogical intent is to provide an opportunity for you to integrate and synthesize much of the material that we have covered during the semester.

You may study any willing organization. You must be able to gather all of the necessary information regarding the organization to fulfill this assignment. You must visit the organization at least one time during the course of the semester to collect the necessary information. This visit (or ideally two or three visits) is a required part of the assignment. You are responsible for identifying an agency for your study.

The appearance of your report is important. Please ensure that the formatting of the report is completed in a professional and appealing manner, which is consistent throughout the document.

The paper should be 15-20 pages, double-spaced, in length, including a cover page. This cover page should have your name, your organization's name and address, and a contact person at the organization. The title page should also include a single-spaced, 150-word "Executive Summary" of your report. Great care should be given to ensure a clear, concise, and information-rich "Executive Summary." Please include the word count of the Executive Summary on the title page, as well.

On the final page of the report, write the following disclaimer: "This report was generated for the educational benefit of its student author(s) and the main purpose of the project was to learn managerial techniques. The opinions and suggestions in this report do not represent the views of the University of Wisconsin or its faculty."

Please follow the outline provided. All topics must be included in the order found below:

- I. Describe the organization
 - a. Basic characteristics
 - i. Mission
 - ii. Authorizing environment
 - iii. Structure
 - iv. Size and nature of workforce
 - v. Size of budget and source of funds
 - b. Organizational culture
 - c. Productivity and performance indicators
 - d. Human resource management system or approach
 - e. Budget system or approach
 - f. Political Environment
- II. Describe *and* provide an analysis of the organization's challenges and constraints
- III. Your goals
 - a. Long-term
 - b. Within 90 day period
- IV. Your strategy (limit to first 90 days)
 - a. Relate to your leadership style
 - b. Indicate how you will know whether you have achieved your goals
 - c. How does your strategy mitigate the organization's challenges and/or constraints?
 - d. What changes or re-structure, if any, would be necessary?

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Appendix 2: Guidelines for Management Topic Report

The purpose of the management topic report is to investigate, in-depth, one pressing U.S. management topic and share this topic with the class. Our goals with this assignment are two-fold: (1) to provide a summary of a management debate and stimulate a classroom discussion and (2) to provide an opportunity to improve your presentation, verbal, and written skills. Through the various reviews presented in class, we will compile a set of information on several central topics in public management today.

You and one other person will pick a general management issue to review for the class. [There is a possibility that a few groups will have three people. All presentation days must be filled before this will occur.] This issue should loosely coordinate with the other readings in class for this day. Then, you will identify a “management brief”¹ – written by one of the organizations below – on this general topic. You may wish to pick a relatively narrow and recently reviewed topic – so that you can ensure a complete and timely treatment. Your brief should be about a management topic, which may (or may not) overlap with a policy issue area and/or the policy world. You should choose the brief from one of the following organizations:

*IBM Business of Government – <http://www.businessofgovernment.org/index.asp>

*The General Accounting Office – www.gao.gov

*Harvard Business Review – See WI Libraries

*Public Administration Review – <http://www.jstor.org/>

The Brookings Institution – <http://www.brookings.edu/>

The Urban Institute – www.urban.org/

The Heritage Foundation – www.heritage.org/

[*preferred sources]

There are three components to the assignment:

A) MEMO: You will write a short, five-page double-spaced memo that (1) describes the reading and then (2) provide an analysis of the central message and arguments in the brief. In addition, your memo should have a cover page with a 100 word “Executive Summary”, the title of the memo, and your contact information. This cover page should also include information on your chosen brief.

Your memo should be written for a decision-maker—someone who has asked you to brief him or her on a pressing issue. For this decision-maker, his/her time is scarce. Make every word of the summary and memo count.

Your memo should have at least two parts in the text: “Review” and “Analysis.” In the “Review” part, you are to describe, in some detail, what is contained in the management brief. In the “Analysis” part, you are to critically assess the brief. Ask yourself these types of questions: What was missing from the brief? How does this topic fit with what we are learning in our other course readings? Is this management brief up to date or have recent events occurred that may change the situation? What important lessons about public management can we take from this report? Can you make any policy or management recommendations based on your research? You will also need to perform additional research in order to provide an “Analysis” of the brief. Your memo should reference at least 20 additional sources. These sources should come from credible institutions and organization. Thus, you will need to read newspaper articles, other briefs, and academic articles to round out your knowledge of the policy area. Your memo should make use of other course readings, as well. In the end, your “Analysis” section should a good deal longer than your “Review” section.

¹ I call these “management briefs” but almost anything of substance written by these organizations may qualify. These “briefs” may also be referred to as papers, reports, policy briefs, etc.

The appearance of your memo is important. Please ensure that the formatting of the report is completed in a professional and appealing manner, which is consistent throughout the document. Moreover, make sure your writing is concise and clear.

Please include all citations from the memos on a separate “works cited” page – including the full citation for the management brief you are reviewing. I ask that you use the same method (i.e. it is uniform) of citation throughout your memo. Please cite all facts, figures, and ideas that are not your own in the body of the text by referencing the author and the year the document was released. If you are directly quoting from a source, then you should also include the page number of the direct quote.

For example:

One author claims that public affairs classes are great (Doe 1994).

One author claims that “public affairs classes are great” (Doe 1994, 32).

A copy of your memo must be emailed to me one week before your presentation. Late penalties apply. All memos should be written in 12-point font, double-spaced, and please use the Times New Roman font style. The memos should have 1-inch margins on all sides. Memos not adhering to these specifications may be penalized.

B) PRESENTATION: You will then create a class presentation based on your memo. Your presentation should highlight your chosen management topic, review the “facts” about your chosen reading and provide additional analysis and insight into your topic. The *PowerPoint* presentation should last approximately 12-15 minutes. Please be prepared to use *PowerPoint* and practice with your technology. You will be expected to be ready to present at the beginning of class with the presentation loaded on the computer. You should bring your presentation to class on a flash-drive, and you email yourself a copy of your presentation. Speak loudly and dress professionally. Practice your presentations before class.

C) ACTIVITY: After your presentation, you are then expected to lead a 15 minute activity that ties your presentation materials together with the other assigned readings for the course. **Creativity is strongly encouraged. Make it memorable and engaging for your classmates.** For instance, I had students perform a skit, complete mock “interviews” with policy makers, set up a class debate, and create a game show (complete with prizes). The activity must engage the class in some fashion. Your activity should be approximately 15 minutes long. Practice your activity before class.

Your fellow classmates will have the opportunity to evaluate your presentation and activity. I may use their evaluations to aid in my determination of your final grade. The total presentation and activity time may not exceed 30 minutes.

Overall, your project [including the memo, oral presentation, and class activity] will count for 40 percent of your grade. In almost all cases, you and your partners will receive the same grade on the presentations. If there appears to be a problem regarding partner dynamics or general laziness on behalf of one of the member, then please contact me immediately. You will also have the opportunity to “score” your partner’s performance and your scoring may affect his/her grade. More information will be provided in class.

I invite you to stop by to talk or drop me an email with any questions before you get too far on the project.