

PADP 6960: Public Management

Department of Public Administration & Policy
School of Public & International Affairs
The University of Georgia

COURSE INFORMATION

Course Number: PADP 6960
Call Number: 49352
Semester: Spring 2019
Credit Hours: 3.00
Class Location: Baldwin Hall 102
Class Times: Wednesday 6:50 PM – 9:50 PM
Class Duration: January 9th to April 30th

INSTRUCTOR INFORMATION

Instructor: Dr. Michelle L. Lofton
Email: mlofton@uga.edu
Office: 280A Baldwin Hall
Athens, GA 30602-1615
Office Phone: 706-542-1746
Office Hours: Wednesday 12:00 PM – 3:00 PM
or by appointment

COURSE DESCRIPTION

This course is a graduate level survey course designed to introduce you to the foundational theories, general themes, major topics, and contemporary managerial challenges facing public and non-profit organizations. The course addresses the four main areas: (1) an introduction to public organizations by emphasizing the history, environment, politics, and public policy; (2) an examination of the key dimensions of organizing and managing; (3) bringing theory into practice by way of case-based learning exercises; and (4) the application of strategies for managing and improving public and non-profit organizations.

Your learning is my primary concern in this course, so I may modify this course syllabus if, for instance, we discover we need to spend time on a certain topic and less on another. The course syllabus is a general plan for the course; deviation announced to the class by the instructor may be necessary.

Prerequisites

There are no prerequisites for this course.

LEARNING OUTCOMES

This course is designed for you to demonstrate your knowledge and skills to influence the development of public organizations. On successful completion of this course, you will be able to achieve the following learning outcomes.

1. Articulate organizational problems and establish strategies for stakeholders and citizens to have input into public program management.
2. Demonstrate the capacity for disciplined conceptual analysis and cogent analytical writing.
3. Effectively utilize established theories to frame and interpret organizational issues.

You will demonstrate your ability to achieve these learning outcomes through the assessment of your assignments: examinations (outcome one); the group research project 6-page memorandum assignment (outcome two); and in-class exercises (outcome three).

COURSE STRUCTURE & GRADING

Course Structure

This is a writing intensive course that expects high quality class participation. This course develops multiple skills with the following required tasks.

1. You will have three examinations incorporating the material from the course.
2. You will conduct a group research project in a team.
3. You will actively participate and contribute to group exercises and presentations.

Note: *There are no make-up examinations in this course and late assignments are neither accepted nor graded.*

Examinations (60%):

You will complete three essay examinations worth 60% of your final grade. The exams will require you to apply and incorporate concepts and course materials to a hypothetical case. Each essay will respond to questions provided about the case. The exams are completed individually but are open-book and open-note. The same grading rubric will be used to assess all three exams.

The first exam is worth **15%** of your final grade. It will be available online at the eLC course page at 6:50 PM on February 6th and must be submitted back to the course eLC online page by **11:30 PM on February 6th**. The second exam is worth **20%** of your final grade. This exam will be available online at the eLC course page at 6:50 PM on March 6th and must be submitted back to the course eLC online page by **11:30 PM, the following evening, on March 7th**. The last exam is **25%** of your final grade. The third exam will be available to you at the eLC course page on the last class session, April 24 at 9:50 PM, and must be submitted back on eLC by **11:30 PM on Monday, May 6th**. Due dates and times for exams are final, regardless of when you decide to access and begin each exam. **Hardcopy and/or late exams are not accepted or graded.** You must submit each completed exam via eLC. Only if the eLC website is not functioning, should you send exams to my email, mlofton@uga.edu.

Group Research Project (25%)

The class will be divided into teams to produce a research project on a public or non-profit organization. The project will consist of six deliverables and a group assessment. The objective for this assignment is to effectively use theories of organizations to interpret organizational issues in a specific organization. This project has **six deliverables** and one group assessment throughout the course: (1) **A 1-page synopsis** of preliminary information on your organization (i.e., background information on the organization, including its mission, vision and values; the organizational chart, the total number of employees; and the population that the organization serves) which is worth **2.5%** of your final grade and is due on **January 30th**; (2) **A case study or vignette**, which captures a realistic issue or challenge that the organization and its administrators may face which is worth **2.5%** of your final grade and is due on **February 20th**; (3) **An annotated bibliography** that has a list of at least 15 citations to books, articles, and documents consulted for the project followed by a brief descriptive and evaluative paragraph which is worth

2.5% of your final grade and is due on **March 27th**; (4) An interview of an official within your selected organization is to be conducted which is worth **2.5%** of your final grade and is due **April 10th**; (5) A **20-minute team presentation** of your organization during the final class session that includes some administrative and managerial strategies to maintain the strengths and take advantage of the opportunities for the organization while addressing the weaknesses and threats described in the case or vignette which is worth **5.0%** of your final grade and is due on **April 24th**; and (6) A **6-page memo** in response to the case or vignette that your group develops which is worth **10.0%** of your final grade and is due on **April 24th**. Additionally, a **self and peer assessment** will be due on **April 24th** indicating the effort of your group members as well as yourself on each deliverable for the group project. This assessment will be evaluated by me to make adjustments to your final group research project grade. Students that are consistently evaluated low by group members are subject to having their final grade lowered. Students are encouraged to discuss with me during the semester, so I can provide feedback. For the group project, please provide one submission per group and list the names of all group members. Deliverables are due to be uploaded on **eLC by 6:50 PM** on the given due date. A detailed assignment sheet is available on eLC for the group research project.

In-Class Exercises (15%):

You will actively participate in exercises engaged in during class. Each class session you will work in groups to discuss concepts covered in class. These discussions can be in relation to a class exercise, assigned readings, a case study, or progress over your group research project. At the end of the class session, you will turn in a provided handout that articulates your participation in the session. These handouts can include updates about your group's progress on the research project and completed worksheets pertaining to group activities. I will randomly select handouts turned in over the course of the semester to evaluate your grade. If you have actively participated and put forth a good faith effort to contribute to each randomly selected activity, you will receive full credit for 15% of your final grade.

Course Grading

| ASSIGNMENTS | RELEVANT LEARNING OUTCOME(S) | PERCENT OF YOUR GRADE | DUE DATE |
|---------------------------|------------------------------------|-----------------------------|------------------------------|
| 1. Examination One | Outcome 1 | 15% | February 6 th |
| 2. Examination Two | Outcome 1 | 20% | March 7 th |
| 3. Examination Three | Outcome 1 | 25% | May 6 th |
| 4. Group Research Project | Outcome 2 | 25% | See description and schedule |
| 5. In-Class Exercises | Outcome 3 | 15% | See description |

Assigning a Grade

Your weighted average of assignment grades will be used to determine your letter grade. In determining grades, I will follow the grading scale.

| Weighted Average | Letter Grade | Assessment |
|------------------|--------------|----------------------|
| 100% - 93.00% | A | Superior performance |
| 92.99% - 90.00% | A- | |
| 89.99% - 88.00% | B+ | |
| 87.99% - 83.00% | B | Good performance |
| 82.99% - 80.00% | B- | |
| 79.99% - 78.00% | C+ | Minimal performance |
| 77.99% - 73.00% | C | |
| 72.99% - 70.00% | C- | |
| 69.99% - 60.00% | D | Failed course |
| 0.00% - 59.99% | F< | |

Late Assignment Policy and Incompletes

There are no make-up examinations in this course and late assignments are either accepted nor graded. Incomplete or "I" grades are permitted in rare circumstances only. The Professor has the right (1) to require documentation and proof of the need for an "I" grade, before agreeing to apply the "I" grade; (2) to the assignment of different and/or additional course requirements to the student to complete the course and/or (3) to impose a grade penalty for an "I" grade in the course. Please let the Professor know as soon as you see a problem developing. You can become familiar with the University's course withdrawal procedures at UGA [UGA Withdrawal Policies](#).

REQUIRED TEXTBOOK AND MATERIALS

Required Textbooks

Rainey, H.G. (2014). *Understanding and managing public organizations*. 5th Edition. John Wiley & Sons.

Referred to as Rainey on the schedule. ISBN-13: 9781118583715

Austin, M. J., Brody, R., and Packard, T. (2009). *Managing the challenges in human service organizations: A casebook*. Sage Publications, Inc.

Referred to as Austin et al. on the schedule. ISBN-13: 9781412941273

ACADEMIC RESOURCES

My goal is to create a learning environment in which you can be incredibly successful. I will work hard to create and improve the learning environment throughout the semester based on my own observations of the course and your feedback on what would ease your learning process. In return, I ask and encourage you to make the most of this learning opportunity. Please take advantage of the academic support services available to you at the University. Even if you have had excellent study skills in the past, it is easy to slip into suboptimal habits and these services can help you excel in your studies.

Library

The UGA librarians offer one-on-one consultations with students who are writing or re-writing research papers or projects. You can obtain assistance about appropriate research sources, avoiding plagiarism and properly citing work. Please send request to Nadine Cohen: ncohen@uga.edu or call at (706) 542-6708, and she will forward your request to the appropriate librarian subject specialist.

Division of Academic Enhancement

The Division of Academic Enhancement has experienced writing instructors to work individually with students to assist with matters such as paraphrasing, grammar, building a convincing argument, incorporating citations, and understanding how and when to cite. Students can bring current pieces of writing to up to two appointments per week. To schedule an appointment, call 707-542-7575 or visit <http://dae.uga.edu/tutoring/writing-tutoring/>

UNIVERSITY & COURSE POLICIES

Support for Students with Disabilities

UGA is committed to the success of all learners, and we strive to create an inclusive and accessible environment. In collaboration with the Disability Resource Center (<https://drc.uga.edu/>), we work with students who have documented disabilities to access reasonable accommodations and academic supports.

If you have, or think you may have, a disability (including an “invisible disability” such as a learning disability, a chronic health problem, or a mental health condition) that interferes with your performance as a student in this class, you are encouraged to arrange support services and/or accommodations through the Disability Resource Center. For more information or to speak with a coordinator, please call the Disability Resource Center at (706) 542-8719. Disability-based adjustments to course expectations can be arranged only through this process. Students with disabilities who require reasonable accommodations in order to participate in course activities or meet course requirements should contact the instructor or designate during regular office hours or by appointment.

Diversity

Diversity encompasses acceptance and respect. The term "diversity" covers differences of culture, background and experience among individuals and groups. Such differences include, but are not limited to, differences of race, ethnicity, national origin, color, gender, sexual orientation, gender identity, age, and abilities, as well as political and religious affiliation and socioeconomic status.

The University of Georgia prioritizes diversity in education and recognizes that diversity is an integral component of educational excellence. Diversity and inclusion are also central to excellence in the nonprofit and public sectors. In the classroom, you are encouraged to honor the uniqueness of peers and to appreciate the opportunities to learn from one another.

During the semester, we will cultivate a practice of open and courteous dialogue. You are encouraged to share diverse experiences, ask questions, and explore different perspectives.

Please demonstrate respect for each other's opinions and refrain from personal attacks or demeaning comments of any kind. **In addition, please remember to keep confidential all issues of a personal or professional nature that are discussed in 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. Questions related to course assignments and the academic honesty policy should be directed to the instructor.

Academic dishonesty violations will result in a minimum penalty of a '0' on the assignment or exam, can escalate to an academic dishonesty charge brought by the Professor, and can result in dismissal from the program of study and the University.

Religious Accommodations

UGA's religious accommodations policy, found at <https://eoo.uga.edu/definitions/religious-accommodations>, recognizes the diversity of faiths represented among the campus community and protects the rights of students, faculty, and staff to observe religious holidays according to their tradition. Under the Religious Holidays Attendance Policy, I can allow for students to make up work because of a religious observance provided that you notify me. Please look over the course schedule and contact me by the end of the second week of class if there are any classes you will miss due to a religious observance.

Course Policies

- Class begins at 6:50 PM and continues until 9:50 PM. We will typically take a short break about halfway through. Please arrive promptly. All announcements will be made at the start of each class meeting.
- I encourage you to bring a notebook, tablet, or computer to class, but please do not spend time in class using social media or doing work not related to this class.
- The course is structured with lecture, group discussion, and case studies. For this reason, I expect you will actively participate in class by responding to questions posed on the course site, myself, or your colleagues. There is no formal attendance policy in the class however, active participation requires your attendance. To facilitate a collegial learning process, you should come to class having covered all the assigned readings (except where noted).
- Try and communicate with me in-person. I can probably address most of your questions before or after class, or during office hours. The office hours listed on the first page are *not* the only times when I will be available to meet. If the listed times don't suit your schedule, please send me an e-mail (mlofton@uga.edu) and propose three alternative times you could meet and I will let you know which option works best. If you are unable to meet, please send me an email that concisely articulates your question(s) or concerns. I will check my e-mail regularly and make every effort to respond to your question(s) in a timely manner.

- You will be required to submit your assignments to the electronic drop-box at the course eLC website. For the group project, please provide one submission per group and list all group members. Let me know if you can't deliver an assignment on time due to emergencies.
- No extra credit is given.

SCHEDULE OF CLASSES AND TOPICS¹

Starred () material indicates required readings.*

January 16 (Organizations & Organization Theory)

*Rainey Chapters 1 & 2

*Boyne, G. A. (2002). Public and private management: What's the difference? *Journal of Management Studies*, 39(1), 97-122.

*Rainey, H.G., and 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, 447-470.

Austin et al. Chapters 1 & 2

Bozeman, B. (2002). Public-value failure: When efficient markets may not do. *Public Administration Review*, 62(2), 145-161.

January 23 (Public Organizations & Analyzing Their Environment)

*Rainey Chapters 3 & 4

*Szymaniec-Mlicka, K. (2014). Resource-based view in strategic management of public organizations-A review of literature. *Management* 18(2), 19-30.

*Austin et al. Chapter 3 (see eLC for assigned cases)

Conteh, C. (2013). Strategic inter-organizational cooperation in complex environments. *Public Management Review*, 15(4), 501-521.

Jung, C. S. and Kim, S. E. (2014). Structure and perceived performance in public organizations. *Public Management Review*, 16(5), 620-642.

January 30 (The Impact of Political Power and Public Policy)

*Rainey Chapters 5 & 6

*Austin et al. Chapter 6 (see eLC for assigned cases)

*Bryson, J. M., Quick, K. S., Slotterback, C. S. and Crosby, B. C. (2013). Designing public participation processes. *Public Administration Review*, 73(1), 23-34.

Hood, C. (1991). A public management for all seasons. *Public Administration*, 69(1), 3-19.

February 6 EXAMINATION ONE

The exam is open-book and open-note. The exam will be available online at the eLC course page at **6:50 PM** and must be submitted back to the course eLC online page by **11:30 PM on February 6th**.

¹ Schedule and readings subject to change at the discretion of the Professor. All changes will be noted on eLC.

February 13 (Goals, Purpose, Power & Structure)

*Rainey Chapters 7 & 8

*Austin et al. Chapter 5 (see eLC for assigned cases)

*Pandey, S. K. and Wright, B. E. (2006). Connecting the dots in public management: Political environment, organizational goal ambiguity, and the public manager's role ambiguity. *Journal of Public Administration Research & Theory*, 16(4), 511-532.

Chun, Y. H., and Rainey, H. G. (2005). Goal ambiguity and organizational performance in federal agencies. *Journal of Public Administration Research and Theory*, 15(4), 529-557.

Rainey, H. G. and Jung, C. S. (2015). A conceptual framework for analysis of goal ambiguity in public organizations. *Journal of Public Administration Research & Theory*, 25(1), 71-99.

February 20 (People in Public Organizations)

*Rainey Chapters 9 & 10

*Austin et al. Chapter 7 (see eLC for assigned cases)

Borins, S. (2000). Loose cannons and rule breakers, or enterprising leaders? Some evidence about innovative public managers. *Public Administration Review*, 60(6), 498-507.

Boin, A. and Hart, P. (2003). Public leadership in times of crisis: Mission impossible? *Public Administration Review*, 63(5), 544-553.

February 27 (Leadership & Teamwork)

*Rainey Chapters 11 & 12

*Austin et al. Chapter 4 (see eLC for assigned cases)

*Javidan, M. and Waldman, D.A. (2003). Exploring charismatic leadership in the public sector: Measurement and consequences. *Public Administration Review*, 63(2), 229-242.

Pedersen, D., and Hartley, J. (2008). The changing context of public leadership and management: Implications for roles and dynamics. *International Journal of Public Sector Management*, 21(4), 327-339.

March 6 EXAMINATION TWO

The exam is open-book and open-note. The exam will be available online at the eLC course page at **6:50 PM** and must be submitted back to the course eLC online page by **11:30 PM on March 7th**.

March 13 SPRING BREAK

No class will be held this day.

March 20 (Strategies for Managing and Improving Organizations)

*Rainey Chapters 13 & 14

*Austin et al. Chapter 8 (see eLC for assigned cases)

*Ayers, R. S. (2015). Aligning individual and organizational performance: Goal alignment in federal government agency performance appraisal programs. *Public Personnel Management*, 44(2), 169-191.

Christensen, T. and Lægreid, P. (2010). Complexity and hybrid public administration: Theoretical and empirical challenges. *Public Organizational Review* October 7.

Jung, C. S. and Kim, S. E. (2014). Structure and perceived performance in public organizations. *Public Management Review*, 16(5), 620-642.

March 27 (Best Practices for Managing Key Actor Relationships in Partnerships)

*Carney, T. J. and Weber, D. J. (2015). Public health intelligence: Learning from the Ebola Crisis. *American Journal of Public Health*, 105(9), 1740-1744.

*Choi, S. O. and Brower, R. S. (2006). When practice matters more than government plans: A network analysis of local emergency management. *Administration & Society*, 37(6): 651-678.

*Vrangbæk, K., Petersen, O.H., and Hjelmar, U. (2015). Is contracting out good or bad for employees? A review of international experience. *Review of Public Personnel Administration*, 35(1), 3-23.

Christensen, T. and Lægreid, P. (2001). New public management: The effects of contractualism and devolution on political control. *Public Management Review*, 3(1), 73-94.

Hartmann, A., Davies, A. and Frederiksen, L. (2010). Learning to deliver service-enhanced public infrastructure: Balancing contractual and relational capabilities. *Construction Management and Economics*, 28, 1165-1175.

Meier, K. J. and O'Toole, L. J. (2001). Managerial strategies and behavior in networks: A model with evidence from U.S. public education. *Journal of Public Administration Research and Theory*, 11(3), 271-294.

April 3 (Best Practices for Using Strategy and Planning to Improve Organizational Performance)

*Gerrish, E. (2016). The impact of performance management on performance in public organizations: A meta-analysis, *Public Administration Review*, 76(1), 48-66.

*Lu, E. Y. (2008). Managing the design of performance measures: The role of agencies, *Public Performance and Management Review*, 32(1), 7-24.

*Moynihan, D. P. (2006). Managing for results in state government: Evaluating a decade of reform. *Public Administration Review*, 66(1), 77-89.

Osborne, S. P. (2006). The new public governance. *Public Management Review* 8(3), 377-387.

U.S. Government Accountability Office. (2016). Managing for Results: OMB Improved Implementation of Cross-Agency Priority Goals, But Could Be More Transparent About Measuring Progress. GAO-16-509.

April 10 (Best Practices for Organizational Design Impacts on Service and Effectiveness)

*Casalino, N. (2014). Learning to connect: A training model for public sector on advanced E-government services and inter-organizational cooperation. *International Journal of Advanced Corporate Learning*, 7(1), 24-31.

*Kim, Y. (2014). Relation between policy types and organizational structures in U.S. federal agencies: An analysis focused on formalization, span of control, headquarters ratio and personnel. *Administration & Society*, February 18, 1-43.

*Meier, K. J., and Bohte, J. (2003). Span of control and public organizations: Implementing Luther Gulick's research design. *Public Administration Review*, 63(1), 61-70.

Theobald, N.A. and Nicholson-Crotty, S. (2005). The many faces of span of control: Organizational structure across multiple goals. *Administration & Society*, 36(6), 648-660.

April 17 (Best Practices for Managing Change and Potential Reforms)

*Fernandez, S., and Rainey, H. G. (2006). Managing successful change in the public sector. *Public Administration Review*, 66(2), 168-176.

*Layne, K. and Lee, J. (2001). Developing fully functional E-government: A four stage model. *Government Information Quarterly*, 18, 122-136.

- *Smollan, R. K. (2015). Causes of stress before, during and after organizational change: A qualitative study. *Journal of Organizational Change Management*, 28(2), 301-314.
- Dunleavy, P., Margetts, H., Bastow, S. and Tinkler, J. (2006). New public management is dead—Long live digital-era governance. *Journal of Public Administration Research and Theory* 16(3), 467-494.
- Stoltzfus, K., Stohl, C. and Seibold, D. R. (2011). Managing organizational change: Paradoxical problems, solutions, and consequences. *Journal of Organizational Change Management*, 24(3), 349-367.
- Van der Voet, J., Kuipers, B. and Groeneveld, S. (2015). Held back and pushed forward: Leading change in a complex public sector environment. *Journal of Organizational Change Management*, 28(2), 290-300.

April 24 (Group Project Presentations)

Each group will conduct a 20-minute team presentation of your organization that includes some administrative and managerial strategies to maintain the strengths and take advantage of the opportunities for the organization while addressing the weaknesses and threats described in the case or vignette. Each group's 6-page memorandums will also be due this day.

EXAMINATION THREE

The exam is open-book and open-note. The exam will be available online at the eLC course page at **9:50 PM** and must be submitted back to the course eLC online page by **11:30 PM on May 6th**.

Class Meeting Schedule²

| Session | Date | Class Topic | Assignment(s) Due | Readings* |
|---------|------|--|--|---|
| | | Introduction to Public Organizations | | |
| 1 | 1/9 | Overview of Course & Introduction of Assignments | | |
| 2 | 1/16 | Organizations & Organization Theory | | Rainey – Ch. 1 & 2 |
| 3 | 1/23 | Public Organizations & Analyzing Their Environment | | Rainey – Ch. 3 & 4 Austin et al. – Ch. 3 |
| 4 | 1/30 | The Impact of Political Power and Public Policy | Group Project: 1-Page Synopsis | Rainey – Ch. 5 & 6 Austin et al. – Ch. 6 |
| 5 | 2/6 | EXAMINATION ONE | Due at 11:30 PM | |
| | | Key Dimensions of Organizing and Managing | | |
| 6 | 2/13 | Goals, Purpose, Power & Structure | | Rainey – Ch. 7 & 8 Austin et al. – Ch. 5 |
| 7 | 2/20 | People in Public Organizations | Group Project: Vignette | Rainey – Ch. 9 & 10 Austin et al. – Ch. 7 |
| 8 | 2/27 | Leadership & Teamwork | | Rainey – Ch. 11 & 12 Austin et al. – Ch. 4 |
| 9 | 3/6 | EXAMINATION TWO | Due 3/7 at 11:30 PM | |
| | 3/13 | Holiday: Spring Break – No Class | | |
| | | Bringing Theory into Practice | | |
| 10 | 3/20 | Strategies for Managing and Improving Organizations | | Rainey – Ch. 13 & 14 Austin et al. – Ch. 8 |
| 11 | 3/27 | Best Practices for Managing Key Actor Relationships in Partnerships | Group Project: Bibliography | See <i>Schedule of Classes and Topics</i> |
| 12 | 4/3 | Best Practices for Using Strategy and Planning to Improve Organizational Performance | | See <i>Schedule of Classes and Topics</i> |
| 13 | 4/10 | Best Practices for Organizational Design Impacts on Service and Effectiveness | Group Project: Interview | See <i>Schedule of Classes and Topics</i> |
| 14 | 4/17 | Best Practices for Managing Change and Potential Reforms | | See <i>Schedule of Classes and Topics</i> |
| | | Group Application | | |
| 15 | 4/24 | Group Project Presentations | Group Project: Presentation, Memo, and Self and Peer Assessment | |
| | 4/24 | EXAMINATION THREE | Due 5/6 at 11:30 PM | |

*Readings listed are from the main textbooks. The added required readings are listed in *Schedule of Classes and Topic*.

² Please note that the course syllabus is a general plan for the course. The schedule and readings are subject to change at the discretion of the Professor. All deviations will be announced to the class and noted on the course eLC page.