**Purpose**

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

**Prerequisite**

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

Learning Objectives

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

Course Requirements

1. READING

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


There is also a required casebook. It is:


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

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

2. CASE-STUDY ASSIGNMENTS

Two case-study assignments are assigned.

Case-study assignment for January 14 through February 25. The first assignment involves any one of the cases assigned for the period between January 14 and February 25. The questions that you need to answer are indicated in the schedule of assignments. You must submit the case-study assignment at the beginning of the class for which the case study is assigned.

Case-study assignment for March 11 through April 15. The second assignment involves any one of the cases assigned for the period between March 11 and April 15. The questions that you need to answer are indicated in the schedule of assignments. You must submit the case-study assignment at the beginning of the class for which the case study is assigned.

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

Students are required in all M.P.A. courses to use full-blown APA style on all papers (including research papers, term papers, written case-study assignments, etc.). You may wish to obtain a copy of the style manual. It is available, for example, at this Web site:

http://www.apastyle.org/pubmanual.html
A really helpful resource is the accompanying software to the APA style manual. The software is available by direct download or by purchase of an actual CD-ROM. I strongly advise the purchase of the CD-ROM rather than the direct download. The software is available, for example, at this Web site:

http://www.apastyle.org/stylehelper/

**Use the modifications to APA style that appear at this Web page:**

http://ung.edu/political-science-international-affairs/MPA/apa-modifications.php

Please take note of the following miscellaneous rules about writing that appear on the Web page at this URL address:

http://faculty.UNG.edu/bfriedman/bfried/MiscRule.html

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

3. **FINAL EXAMINATION**

   The final examination will involve a set of questions that will be distributed on Wednesday, April 15. You will be required to submit your responses to the questions on Wednesday, April 22, as indicated below. Use APA style, as explained above. Submit two hardcopies. Late examinations will not be accepted.

4. **CHEATING AND PLAGIARISM**

   The integrity code of the University of North Georgia—"On my honor, I will not lie, cheat, steal, plagiarize, evade the truth, or tolerate those who do"—reflects the university’s commitment to academic integrity. The "Academic Integrity Policy" (2014-2015 Undergraduate Bulletin, at http://ung.catalog.acalog.com/content.php?catoid=17&navoid=397#Academic_Integrity_Policy; see also the Student Handbook) and the "Academic and Professional Integrity Policy" (described in the 2014-2015 Graduate Bulletin at http://ung.catalog.acalog.com/content.php?catoid=16&navoid=364#Academic_and_Professional_Integrity_Policy) are incorporated herein by reference. Please note that in this course, as in all others at UNG, plagiarism and other forms of cheating are expressly prohibited. Any student who commits plagiarism or cheating may receive a reduced grade, which may involve a failing grade, and his or her
matriculation in the M.P.A. Program may be terminated by the M.P.A. Advisory Committee. A report of the incident will be provided to the university’s Academic Integrity Council. The council and the vice president for academic affairs may take additional action, which may include a formal reprimand, probation, suspension, or expulsion.¹

4. ATTENDANCE

Class participation is a vital requirement of the course; therefore, attendance at all sessions is necessary. You are considered responsible for being attentive to lectures and class discussions, for taking notes, and for being aware of the content of all class announcements. A written make-up assignment will be required in the event of absences or substantial tardiness. The course grade will be reduced, with a failing grade being possible, if such make-up assignments are not submitted to the satisfaction of the instructor. Where absences can be anticipated, properly documented advance notice to the instructor is required. The university's absence policy, which appears in the 2014-2015 Undergraduate Bulletin, at http://ung.catalog.acalog.com/content.php?catoid=17&navoid=397#Class_Attendance, is incorporated by reference.

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

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

Accordingly, the score for participation and conduct will involve these considerations: (1) ability to cite and interpret readings assigned for homework, (2) contribution to collective problem-solving processes, (3) demonstration of adaptability in coping

¹ If you would like to read a discussion of the rationale for the rules about plagiarism, you are welcome to read my essay that is accessible on the Internet at http://faculty.UNG.edu/bfriedman/Studies/plgrm.htm.
with new situations, and (4) ability to support and enhance the value of the work of peers.

The conduct requirement includes the expectation that you will not allow any cell phones or other electronic devices to emit signals that will disturb the class. Turn them off or don’t bring them to class. The conduct requirement also necessitates that you will use any laptop on your desk only to take notes based on the lecture and discussion, and not to facilitate your use of E-mail, social networking, and/or other activities unrelated to the course. Acting contrary to these rules may (a) severely impact your score for participation and conduct and (b) expose you to disciplinary measures.

5. INCORPORATION OF OTHER CONTROLLING AUTHORITY

The contents of the following are incorporated by reference:

- All of the rules, regulations, and standards published in UNG’s undergraduate and graduate bulletins.

- The supplementary information that appears on the Web page at this URL address:

  http://ung.edu/academic-affairs/policies-and-guidelines/supplemental-syllabus.php

Course Grades

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

<table>
<thead>
<tr>
<th>Evaluation</th>
<th>Weight</th>
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<tbody>
<tr>
<td>First Case Study Assignment</td>
<td>20%</td>
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<tr>
<td>Second Case Study Assignment</td>
<td>25%</td>
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<tr>
<td>Final Examination</td>
<td>35%</td>
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<tr>
<td>Class Participation</td>
<td>20%</td>
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<tr>
<td><strong>Total</strong></td>
<td>100%</td>
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</tbody>
</table>
Your instructor uses the conventional grading scale: 
90-100%, A; 80-89%, B; 70-79%, C; 60-69%, D; below 60%, F.

NOTE TO STUDENTS PREPARING TO GRADUATE

By January 12, you should do the following: (1) submit an application to graduate, (2) pay the graduation-application fee, (3) submit an order for a cap and gown, and (4) pay the cap-and-gown fee. If you don’t do these things in a timely manner, you may not graduate in May, even if all of your curricular requirements have been completed. If you plan to graduate at the end of the summer session, then you should do those four things late this semester. Also, if you do not have a plan of study on file, you are very much behind schedule and should arrange for this to happen immediately.

Schedule of Assignments

<table>
<thead>
<tr>
<th>Day</th>
<th>Date</th>
<th>Topic</th>
<th>Readings</th>
</tr>
</thead>
<tbody>
<tr>
<td>W</td>
<td>Jan. 7</td>
<td>Life as a Public Administrator</td>
<td>Starling, Ch. 1 Opt.: Cohen, Ch. 1, 11</td>
</tr>
<tr>
<td>W</td>
<td>Jan. 14</td>
<td>Politics and Public Administrator</td>
<td>Starling, Ch. 2-3 Opt.: Cohen, Ch. 2 Case: &quot;California Legal Services&quot; (Reich, Ch. 1)</td>
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<td></td>
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<td></td>
<td>1. Although the American Bar Association is a private, mutual, professional organization, it seems to possess influence in the operations of governmental legal-aid programs. What does this tell you about the impermeability of the boundary between the public and private sectors?</td>
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<td></td>
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<td></td>
<td>2. Show how administrative decisions in this case are kept free of, or are imbued with, &quot;politics.&quot;</td>
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<td></td>
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<td></td>
<td>3. Identify and evaluate the implications of intergovernmental relations as a theme of this case.</td>
</tr>
<tr>
<td>W</td>
<td>Jan. 21</td>
<td>Organization</td>
<td>Starling, Ch. 7 Opt.: Cohen, Ch. 5</td>
</tr>
</tbody>
</table>
W Jan. 28 Leadership and Management Systems Swiss, Ch. 8-9, 11
Case: "Bureau of Security and Consular Affairs" (Reich, Ch. 3)
1. Evaluate the manner in which Passport Office Director Frances Knight is supervised, evaluated, and disciplined.
2. Consider the lines of authority which really provide orders and supervision to bureau chiefs in the Department of State. What type of organization does this system most closely resemble—pyramidal, leader/follower, matrix, or something else?
3. Predict the success or failure of efforts to install a management system (see Swiss, Ch. 11) at the Department of State.

W Feb. 4 Planning Starling, Ch. 5

W Feb. 11 Strategy and Decision Making Opt.: Cohen, Ch. 9
Case: "Managing Environmental Risk: The Case of Asarco" (Reich, Ch. 11)
1. Assess public participation as a meritorious or deleterious facet of regulatory decision-making.
2. Evaluate Ruckelshaus's decision-making process, including its likelihood to produce good decisions and to stimulate public support for federal environmental policy.
3. What else might Ruckelshaus have done? What should he have done?

W Feb. 18 Implementation Starling, Ch. 9

W Feb. 25 Management by Objectives Swiss, Ch. 3-4
Case: "A Failing Agency: The Federal Trade Commission" (Reich, Ch. 9)
1. Prepare a set of goals for the FTC. Then, prepare a set of objectives for each goal.
2. Show how you would use MBO to achieve the foregoing goals and objectives.
3. How would you structure your MBO systems?
4. What reactions and byproducts—positive and negative—might you anticipate once you implemented your MBO systems?
1. Is Pendleton State School providing worthy service to its residents? Why or why not?
2. How could performance monitoring systems be utilized to determine the performance of the school's administration?
3. Set up a performance monitoring system for the school. Use and process the data in the case. Write a one- to two-page report to the commissioner or to the deputy commissioner summarizing and defending the findings based on the performance monitoring system.

Case: "Pendleton State School" (Reich, Ch. 5)

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

**F** Apr. 3 M.P.A. Comprehensive Examination, 6 p.m., at Dr. Friedman’s office

**W** Apr. 8 Responsibility and Starling, Ch. 4 Ethics

**Case:** "Oversight of the Criminal Division" (Reich, Ch. 4)

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

2. Under what conditions can the discretion of an administrator be considered off-limits to oversight and scrutiny?

3. Assess "executive privilege."

**W** Apr. 15 TAKE-HOME EXAMINATION IS DISTRIBUTED Responsibility and Opt.: Cohen, Ch. 4-10 Ethics

**Case:** "Park Plaza" (Reich, Ch. 2)

1. A public administrator may emphasize his or her professional (technical) role or his or her political role. What role does Miles Mahoney emphasize? Should he seek more of a balancing approach? If so, how would he accomplish that?

2. Evaluate the activities of Governor Sargent's advisors--Jack Flannery, Albert Kramer, and William Young.

3. Evaluate Governor Sargent's strategy of "nudging" a reconciliation of the dispute between the state Department of Community Affairs and the Boston Redevelopment Authority.

4. The casebook editor adds a postscript indicating that the governor fired Mahoney amidst an exchange of accusations that damaged both of their careers. Is it reasonable or is it contemptible for an appointee to
inflict damage on the elected chief executive? Should Mahoney have resigned quietly? What are the ethical considerations, in terms of morality and in terms of politics?

**W April 22** TAKE-HOME FINAL EXAMINATION IS DUE (at the beginning of class)
Productivity
Swiss, Ch. 10
Opt.: Cohen, Ch. 6

Information
Starling, Ch. 12
Opt.: Cohen, Ch. 7

**W April 29** Discussion of Final Examination (7 p.m.)

**QUESTIONS FOR THE M.P.A. COMPREHENSIVE EXAMINATION**

1. What kind of people are drawn to employment in the public sector? What specific tasks do public managers perform?

2. Explain: mosaic organization, conglomerate organization, matrix organization, pyramidal organization.

3. What are some of the principles of organizational design?

4. What are ways of motivating employees?

5. What is leadership? What are some of the characteristics of successful leaders?

6. What kinds of resistance arise when management systems are established? How can this resistance be overcome?

7. Describe the formal, rational planning model.

8. What are the 14 strategies of public management?

9. What are the seven steps in decision-making?

10. What are some problems that arise in implementation? What methods facilitate implementation? Explain methods of scheduling.
11. What is MBO? What is its purpose? Why does MBO sometimes fail? What is goal displacement, and how can it be avoided?

12. What methodological options are available for program evaluation?

13. Discuss the economics of quality control.

14. Explain the “chain of outputs.” Should goals and objectives be based on the left side of the chain or the right side? Why?

15. How has the attitude of government officials toward indebtedness evolved historically? toward taxation? How do officials’ attitudes toward taxation and debt vary according to their ideologies?

16. What roles do various officials play in public budgeting? How much influence does the president have? What are the characteristics of successful budget staff people?

17. What is the linkage between budgeting and the management system?

18. What are some strategies for recruiting capable employees?

19. Discuss ways of retaining capable, productive employees.

20. What kinds of disciplinary actions are apt to change employees’ undesirable behaviors?

21. What should an employee do when filing a grievance? What kind of response from the supervisor would be most prudent?

22. What are some of the 14 signs of a hopeless performer?

23. What is entrepreneurial public management?

24. How can public administration be responsive to the public?

25. How should public managers relate to the news media?

26. Why should public administrators obey laws?
27. What is a conflict of interest? What should a public administrator do when she has such a conflict?


29. What are the barriers to productivity? How can a manager improve her productivity? Discuss time management.

Vocabulary
   Management           Theories X and Y