

Public Management
PUBL 6350, Section 16691, M120, Monday 5:30 – 8:30 PM
University of Houston MPA Program
Spring 2018

Instructor: James Thurmond. Ph.D.
jthurmond@uh.edu, 713-743-3930
Rm. 312, Phillip G. Hoffman Hall
Monday – Friday (appointments preferred)

Introduction

Management of a public organization is similar in many ways to a private organization. Both must operate efficiently and effectively, but according to different values and missions. This requires adherence to similar management criteria and techniques. The big difference, however, is that public organizations must consider democratic values such as equity, inclusiveness, individual rights, and representation in their decision making process and overall operations. Simply put, public organizations have many more constraints than a private organization (Graham, 1979).

This course focuses on the cognitive tools to effectively, efficiently, and equitably manage a public organization, within the constraints mentioned above, to produce public services. This focus is accomplished with Hill and Lynn’s “cognitive and strategic aspects of public management craft” rather than purely operational or functional aspects such as Gulick’s POSDCORB¹ tasks, working with the news media, recruiting and supervising subordinates, managing human resources, budgeting, etc. (See pages xxii in Hill and Lynn for a description of their approach to teaching management.)

We teach the cognitive and strategic aspects of public management, because public managers fail to succeed, not so much due to lacking technical skills, but due to inadequate cognitive and strategic skills. For example, the Flint, MI contaminated drinking water problem² was not caused by the lack of technical skills to treat, distribute, and test water, to budget for operations, etc., but due to a lack of the ability to properly conceptualize and analyze the problem. No one viewed the problem, at the time it was happening, as the failure to successfully cross boundaries between multiple organizations (i.e., city, state, and EPA) and to understand how local, state, and federal levels of government needed to collaborate.

The course includes a combination of practice and theory in case studies, readings, class discussions, and class papers. In the end, you should be better prepared to manage a public organization.

Management is what happens in the black box between organizational inputs and organizational outputs. Is it management style, leadership trait, and/or Lynn and Hall’s three dimensions, etc.? Students who have taken PUBL 6310 Administrative Theory should have a good understanding of what happens in the managerial black box based on Rainey’s key dimensions of organizing and managing as listed below:

¹ Any good MPA graduate must know what the acronym POSDCORB represents. Please Google it.

² Any good public official must be well versed on major public policy failures. If you are unaware of the Flint, MI water problem, Google it.

Rainey's Key Dimensions of Organizing and Managing (2014, 145)

Chapters

6 Organizational Goals and Effectiveness 147

7 Formulating and Achieving Purpose: Power, Decision Making, and Strategy 173

8 Organizational Structure, Design, Technology, Information Technology, and Social Media 208

9 Understanding People in Public Organizations: Motivation and Motivation Theory 257

10 Understanding People in Public Organizations: Values, Incentives, and Work-Related Attitudes 297

10.5 If you read this, let me know prior to January 26, and I will make a twenty-five dollar contribution to the MPA Program in your name.

11 Leadership, Managerial Roles, and Organizational Culture 335

12 Teamwork: Understanding Communication and Conflict in Groups 382

Course Learning Outcomes

1. Improve understanding of public management so that you know what happens in the black box of management between organizational inputs and outputs. Much of what happens in the black box reflects the core competencies for the MPA Program which are embedded in the MPA coursework:
 - a. Lead and manage in public governance.
 - b. Participate in and contribute to the policy process.
 - c. Analyze, synthesize, think critically, solve problems and make decisions.
 - d. Articulate and apply a public service perspective.
 - e. Communicate and interact productively with a diverse and changing workforce and citizenry.
2. Be better prepared for public management.

Course Expectations and Requirements

1. Read the assignments and prepare for each class.
 - a. Your understanding of course readings will be assessed through your on-line journal entries, your participation in class assignments, and your responses to weekly assessments via Blackboard.
 - b. Prior to each class you will take an on-line assessment related to that week's readings. Such assessments will be used to ensure that you have some knowledge of the material.

Table I - Grading Elements – Weekly Assessments
1. Answer all the questions. If essay, adhere to proper grammar and the ABC's of writing – i.e., accuracy, brevity, and clarity.
2. Multiple choice questions – Repeat the assessment, until you have answered 90% of questions correctly.
3. Quality of essay answers – Demonstrate your understanding of the material with the use of substantive material in your answer. Add value to your answer.

2. If you miss more than three classes, including participation in on-line classes, without a good valid reason, you are dropped from the course. To be considered for an excused absence, you must notify me prior to missing the class.
3. Participate in discussions based upon the readings and your experience.

4. Turn in graduate-level quality papers
 - a. Turnitin Papers. Late papers will be dropped one letter grade per day.
 - i. 1st paper (due March 9)
 - ii. 2nd paper (due April 16)
 - iii. 3rd paper (see 4.b Portfolio Development) (due May 4)

Table II - Grading Elements -- Papers
<p>1. Purpose</p> <ul style="list-style-type: none"> • Link the content of the course, both theory and practice, with <i>your</i> own experiences to demonstrate your understanding of the course's applicability. • Demonstrate understanding of course material by citing it.
<p>2. Evidence-based Reasoning</p> <ul style="list-style-type: none"> • Use concepts, models, methods, etc. from the class • Make a good argument
<p>3. Organization</p> <p>Well organized paper that results in an easily understandable flow of ideas and analysis</p>
<p>4. Mechanics and style</p> <ul style="list-style-type: none"> • Grammar • Practices the ABCs of good writing – Accuracy, Brevity, and Clarity

- b. Portfolio Development
 - i. At the end of each class, prepare a sentence or two on what you have learned that improves your marketability, and how that relates to one or more of the course's learning outcomes – in particular, the five core competencies. E-mail that sentence or two to me by the following Saturday at 6 PM. Remember that not all topics or subjects learned are equivalent.
 - ii. Use these weekly statements to develop a personal portfolio which demonstrates your understanding of the coursework and how it can be used to market your abilities. Your portfolio must include examples of your school work to support your claims. You will present your portfolio to the class on April 30, and submit your paper on May 4.

5. On-line Classes and Exercises
 - a. Six (6) on-line classes – Feb. 5 & 19; March 5 & 19; and April 9 & 23.
 - i. On-line course readings will be reviewed through the use of questions and answers in BB's journal entries. That is, I will post questions for students to address, and students are free to post their own questions to their groups.
 - ii. Your basic understanding of on-line course readings will be assessed through your on-line comments, your classroom participation, and your performance on the weekly Blackboard assessments.
 - iii. Journal entry questions will be answered by the students between Wednesday 4 PM and Saturday midnight.

Table III -- Grading Elements -- On-line Journal Entries	
1. Similar to Papers: Adhere to proper grammar and the ABC's of writing – i.e., accuracy, brevity, and clarity. Use evidence-based reasoning and mechanics and style as for papers.	
2. Number of questions answered	
3. Quality of answers –Substantive material provided in your answer? Value added?	

- b. One Group case study Feb. 26 -- Each student will participate in group exercises and collaborate on solutions to case studies. The final product will be a group solution to the case study presented in class.

Table IV – Grading Elements – Group Work	
Substance of material – use of class material; use of making an argument; added value to the course; etc.	3
Presentation (See Table V)	3
Individual Participation in Group Work	4
Maximum Points Possible	10

6. Presentations – make two presentations to the class, the group presentation on Feb. 26 and your individual portfolio presentation on April 30.

Table V - Grading Elements –Presentation	
1. Substance <ul style="list-style-type: none"> ○ Use of class material; use of making an argument; added value to the course; etc. ○ Apply the coursework to your own experiences in the workplace or in other settings such as another governmental/non-profit entity. 	5
2. Presentation <ul style="list-style-type: none"> ○ Body language – professional and compatible with content ○ Eye contact with the audience – don't read your presentation ○ Voice – projects well with appropriate inflections ○ Pace/speed of presentation – clear and natural ○ Language – no use of fillers; good grammar ○ Timing of presentation to stay within allotted time. ○ Power Point – follows good protocol [font size, limited narrative, etc.]; good flow; consistency Addressed the topic and informed the audience	5
Maximum Points Possible	10

7. Writing – See Blackboard Toolbox for helpful readings on professional writing.
- a. *Effective Writing in the Public Sector*. (2014) Swain, John W. and Kathleen Dolan Swain. M.E. Sharpe. NY.
 - b. *Memo Writing*. Dobel, Elmore, and Werner (2003) The Electronic Hallway. Evans School of Public Affairs. University of Washington.

Grading

Table VI – Grading Assignment Values in PUBL 6350		
Class Element (% of Total Grade)		% of Total Grade
1. Participation (40%)	Attendance	10
	On-line Journal Entries 6 @ 3 ea.	18
	Weekly On-line Assessments	12
2. Papers (45%)	1 st	15
	2 nd	15
	3 rd Portfolio Paper	15
3. Presentations (15%)	Group Work	10
	Individual	5
Total Maximum Score		100%

Statement on Academic Dishonesty

Presenting the words or works of others as your own is plagiarism, is dishonest, and is a violation of the University Policy on Academic Honesty. If you are not certain of what is permissible, you should contact the professor prior to submitting the assignment and/or check the UH webpage <http://www.uh.edu/provost/academic-affairs/policy-guidelines/honesty-policy/index.php>. A student found in violation of academic honesty may be subject to a failing grade, suspension, or dismissal from the university.

Required Textbook

Hill, Carolyn J. and Laurence E. Lynn Jr., (2016) *Public Management Thinking and Acting in Three Dimensions*, Washington D.C.: CQ Press.

Outline and Assignments

Class 1 (Jan. 22): Introduction

Public Management—Definition and description of what public managers do

- a. Managerial Work. Mintzberg, Henry (1973). In *The Nature of Managerial Work*. [This simple, concise descriptive narrative is very accurate for what managers do.]
- b. Defining and Measuring Effectiveness in Public Management. Cohen, Steven A. (1993) *Public Productivity & Management Review*. 71, 1, [Understand Cohen's definition of management, 45-48. Can you perform the six functions and do you possess the seven skills or attributes?].
- c. Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects? Allison, Graham (1979) Public Management Research Conference. Brookings Institution. [Understand Table 1 – Functions of General Management (385), Table 2 – Differences between Public and Private Organizations (390), and Section 5 (396 & 397). Consider Graham's claims in light of President Trump's lack of public sector experience.]
- d. *The Practice of Management*, Drucker, Peter. (1954) 341-343. [What are managers' two specific "tasks"? Do you have the skills to be an "organizer"?)
- e. The Principles of Management Morris, Michael (2005). In *The First-Time Manager*, 3rd ed., Kogan Page: Philadelphia, 77-89. [Do you agree with Morris at top of page 78 that the type of manager who prefers to cede individual responsibility to seniors is the type of manager found most frequently in the public sector?]

Systematic problem solving

- a. Making an Argument in Public Management (Hill and Lynn Jr., 2016, 455-462). [Do you understand why an argument is a good tool for organizing your thoughts, providing logic to your reasoning, and problem-solving?]
 - i. Falkenberg, Lisa (August 28, 2013) Life lessons for students from news. *Houston Chronicle*. [What does Falkenberg's column tell you about being prepared and making an argument?]
- b. Solving a Problem in *The First-Time Manager*, (Morris, Michael, 2005, 3rd edition, Kogan Page: Philadelphia, The Principles of Management 84-98) [Morris writes about the private sector, but his material is applicable to the public sector.]
 - i. Management Techniques; Judgement, Experience and Training; and Dealing with Complexity. (84-89)
 - ii. Statistics, probability, distribution, regression & correlation (all of which will be covered in quantitative methods and decision science), Pareto's 80:20 Principle, and written record. (89-98 & 100 – 106)
 - iii. Complexity is discussed pp. 86-89. Morris lists examples of events causing complexity in the private sector. What would be examples from the public sector; or from your job?
- c. The Roles of the Manager and Management Scientist in Successful Implementation. Hammond, John S. (1974) *Sloan Management Review*. 15, 2, 1 – 24. [Note Figure 1 and the six potential benefits from quantitative methods, 9 – 11, and obstacles to reaching benefits, 11-20. How does this article assist you in problem-solving?]

Three Types of Politics

Politics and leadership: political executives at work. Olshfski, Dorothy. (1990). *Public Productivity and Management Review*, Spring 1990. [Why is it important to understand Olshfski's three definitions of politics (231-238)? As an appointed public official should you be involved in "electoral" politics?]

Class 2 (Jan. 29) Public Management's Three Dimensions and Structure

Hill and Lynn Jr., (2016).

- Part I – Analyzing Public Management's Challenges: The Fundamentals (1-4)
- Chapter 1. Public management's Three Dimensions: Structure, Craft, Craft (5-37)
- Part II – Structure: The Concrete Expressions of Public Policy (99-103)
- Chapter 4. Structure: James Madison's Legacies (105-138).
- Chapter 5. Structure: The Administrative State (141- 178).

Class 3 (Feb. 5): On-Line Class Structure and Culture

- Hill and Lynn Jr., (2016).
- Chapter 6. Structure: Tools for Public Managers (185-217).
- Chapter 7. Structure: Rules and Regulations (228- 258).
- Part III – Culture: Norms, Values, and Institutions
- Chapter 8. Culture: The Building Blocks (271-294). [Know public values in Table 8.1.]
- Chapter 9. Culture: Institutionalized Values (300-323).

Class 4 (Feb. 12): Craft

- Highlights/respond to questions from Feb. 5thth on-line class.
- Hill and Lynn Jr., (2016)
 - Part IV – Craft: Public Managers as Creators (335-339)
 - Chapter 10. Craft: Managerial Styles (341-357)
 - i. Find out what type of manager you are. Take the Myers-Briggs Type Indicator® (MBTI®) (348-350) at UH Career Center for \$15.00
 - Chapter 11. Craft: Managerial Heuristics (365-402).

Class 5 (Feb. 19): On-Line Class Managing in Three Dimensions

- Hill and Lynn Jr., (2016)
 - Part V – Managing in Three Dimensions: Reflecting Society's Values, Performing Effectively, Earning Trust (413-415)
 - Chapter 12. 3D Public Management: Structure, Culture, Craft (416-452).
- Morris, Michael (2005). Key Skills in *The First-Time Manager*, 3rd edition, Kogan Page: Philadelphia. 201-224. [Do you possess the five skills which he discusses? How does his compare to Cohen's seven skills from the first week?]

Class 6 (February 26) Group Work Presentation

- Highlights/respond to questions from February 19th on-line class.
- Group Work: Present group's solution to the class.

Class 7 (March 5): On-Line Class Leadership and Management

- Leadership
 - Morgan et al. (2012). Leadership, 239-246, 336-341. In *Managing Urban America*.
 - Behn, Robert D. (1998) What Right Do Public Managers Have to Lead? *Public Administration Review*, Vol. 58, No. 3, 209-224.
 - Benest, Frank. (2010) Top Ten Strategies for Leading from the Middle. ICMA

March 12-16 Spring Break

Class 8 (March 19): Speaker – Leadership and Management [Class meets in AA Hall 207.]

- Highlights/Summary/Questions from March 5th on-line class.
- **Speaker:** Sheena Abraham, Second Mile, Director of Advancement

Class 9 (March 26) On-line: Bargaining and Negotiating

- Persuasion, bargaining, and negotiating – readings related to definitions and differences to be provided.
 - *Negotiation Skills*, (late 1980's), Raymond Bass, Texas Engineering Extension Service, Texas A&M.
 - “Get in the Right State of Mind for Any Negotiation” (5-15), Michael Wheeler, *Harvard Business Review*.
 - Bingham, Lisa Blomgren (2010) Negotiating for the Public Good. In Perry, James L. (ed.) *The Jossey-Bass Reader on Nonprofit and Public Leadership*. San Francisco: Jossey-Bass. 378-399. [Negotiation is one approach to handling conflict, but not always. Know your BATNA (best alternative to negotiated agreement).]

Class 10 (April 2) Speaker - Bargaining and Negotiating [Class meets in AA Hall 207.]

- Highlights/Summary/Questions from March 26th on-line class.
- **Speaker:** Gary Hoffpauir, Labor Relations/Human Resource Executive
- Voss, Chris (2016) *Never Split the Difference: Negotiating As If Your Life Depended On it*. Harper-Collins.

Class 11 (April 9): On-Line Class Ethics and Public Values

- Ethics:
 - Bevers, Bart. (2010) Fostering Ethics and Accountability in the Public-Sector Workplace. In Balanoff and Master (Ed.), *Strategic Public Management – Best Practices from Government and Nonprofit Organizations*, 89-98.
 - Bowman, James S. et al. 2010. C. 3 The Ethical Professional in *Achieving Competencies in Public Service – The Professional Edge*. NY: Sharpe. 3 – 35.
 - Pennington – Ethics. TCMA (2008).
 - ICMA Code of Ethics, ICMA, Washington, D.C.
- Public Values
 - *The Role of Public Values in Addressing Public Problems* (2017) Presentation at ICMA Annual Conference, San Antonio, TX.
 - ASPA Memo to State and Local Leaders (2017) *The Role of Public Values in addressing Public Pension Fund Crisis Problem*.

Class 12 (April 16) Speaker and Managerial Accountability [Class meets in AA Hall 207.]

- Highlights/Summary/Questions from April 9th on-line class.
- **Speaker:** Nick Finan, Executive Director of Management, City of Texas City
- Chapter 2. First Principles: Managerial Accountability to the Rule of Law (39-63)
- Rosenbloom, David H. 2011. C. 22 Public Administration's Legal Dimensions. In *The State of Public Administration*. ED. Menzel, Donald C. and Harvey L. White. NY: M.E. Sharpe. 368-387. [Why is knowledge of the law is important to you as a public official? (370)]
- Examples of rule of law constraints [Look over these examples for a sense of laws that will affect your daily managerial tasks.]
 - *Texas Public Information 2016 Handbook*, Attorney General of Texas
https://www.texasattorneygeneral.gov/files/og/PIA_handbook_2016.pdf
 - *Texas Open Meetings 2018 Handbook*, Attorney General of Texas
https://www.texasattorneygeneral.gov/files/og/OMA_handbook_2018.pdf

Class 13 (April 23): On-Line Class – Networking/Collaboration and Managing in Three Dimensions

- Meuleman, Louis. 2008. *Public Management and the Metagovernance of Hierarchies, Networks and Markets* – The Feasibility of Designing and Managing Governance Style Combinations.
 - Physica-Verlag Heidelberg: Leipzig. 1-4. [3 governing management styles = hierarchy, market, and network]
 - 9-12, 66-69, and 75-83.
 - 301-304, 309-313, and 319-324 [Understand the formula $M_s = W_s * D_s * C_s$].
- Connelly, David R., Jing Zhang, and Sure R. Faerman. (2008) The Paradoxical Nature of Collaboration. In Bingham and Rosemary O'Leary (Ed.), *Big Ideas in Collaborative Management*, Armonk, NY: M.E. Sharpe, 17-35.
- McGuire, Michael. 2002. Managing Networks: Propositions on What Managers Do and Why They Do It, *Public Administration Review*, 62, 5, 599-609.

Class 14 (April 30): Portfolio Presentation, Nuts and Bolts, and Class Wrap-up

- Highlights/Summary/Questions from April 23rd on-line class.

Presentation Individual presentations on portfolios.

Nuts and Bolts

- Media Relations: (See “News Media Misc.” in Blackboard for articles.)
 - Shelton & Caudle Inc. (1994) *What Reporters Want to Know*. (Class handout)
 - Know What to Say (1996, October) *County Progress Magazine*.
- Meetings:
 - Morris, Michael (2005) Key Skills in *The First-Time Manager*, 3rd edition, Kogan Page: Philadelphia.
 - Chairing a Meeting, 207-210, and
 - Running a Staff Session, 219-224.
 - Stein, Debra (2000) Dealing with an Angry Public. *Planning Commissioners Journal*, 37, 8 & 9.

- Baker, William H., H. Lon Addams, and Brian Davis (2005) Critical Factors for Enhancing Municipal Public Hearings. *Public Administration Review*, Vol. 65, No. 4, pp. 490-499. [Know the six factors for successful public hearings, p. 496.]
- Knight: Roberts Rules of Order. Parliamentary Procedure: (July 2005) *Being Aware of the Key Rules* [TML presentation]
- Conflict:
 - Caudron, Shari (2000 February). Keeping Team Conflict Alive, *Public Management*, ICMA, Washington D.C., pp. 5 – 9.
 - Lan, Zhiyong (1997). A Conflict Resolution Approach to Public Administration. *Public Administration Review*, Vol. 57, No. 1, [understand Table 1, p. 29]
- Social Media
 - Mergel, Ines (2013) *Social Media in the Public Sector*. San Francisco: Jossey-Bass, 89-121 and 143).

FINAL Paper (your portfolio) is due 5 PM, Friday, May 4, 2018

The End