UNIVERSITY OF NORTH TEXAS

DEPARTMENT OF PUBLIC ADMINISTRATION
CHILTON HALL, DENTON

PADM 6110
SEMINAR IN PUBLIC MANAGEMENT

Course Outline
Spring 2021

REVISED

Class Meeting: Wednesday 9.00 – 11.50 PM @ CANVAS

Instructor: Simon A. Andrew, Ph.D.
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Telephone: 940-565-4982
Office: Chilton Hall 204A
Office Hours: Tuesday 3.00 – 5.30 PM
Or by appointment
A. Course Description
This course focuses on management theories in the public and nonprofit sector. It includes the historical development of the field, major theoretical questions surrounding decision-making processes, and competing values of managerial practices. The course examines managerial issues, e.g., the concepts of bureaucracy in democratic governance, the theoretical debates surrounding public management practices, and the complexity of tasks confronting public managers.

B. Main Objectives
i. To articulate the different approaches to studying public management
ii. To deepen your understanding about the intellectual development of the field and to appreciate the past and current debates concerning public management approaches;
iii. To enhance your ability to think conceptually and make sound theoretical arguments concerning problems of public management, and
iv. To recognize public management issues at all levels of government, to offer insightful analysis of such issues, and to ask good questions about how they can be examined.

C. Reading Materials
Some of the reading materials will be distributed in class. Articles that are thought to be particularly useful are marked with asterisks (***)

Many of the books cited and other materials for this course are available in the library. Most of the articles can be found in UNT electronic resources < http://irservices.library.unt.edu/>. It is always a good idea to have a quick look at other articles found in the electronic resources. This is often a good way of finding materials that might be relevant to your dissertation and/or other assignments. Students are encouraged to read further than the list of references given in this reading list. Sources of further information can be identified by looking at the bibliographies/references at the end of articles or books.

We will discuss two books**:


**Note that a student of this institution is not under any obligation to purchase a textbook from a university-affiliated bookstore. The same textbook may also be available from an independent retailer, including an online retailer.

D. Course Requirements and Grading
The class session will be interactive and delivery will comprise of individual presentation and group discussion. Taught as a seminar, each student takes responsibility for leading class discussions on selected topics and scholarly writings. You will be expected to actively participate in the discussion. This expectation is premised on the belief that you learn better by participating and regulating your own thoughts. Also, your active participation makes the class interesting and beneficial to everyone as we learn from each other, thus, it is important that you complete the required readings by date assigned and comprehend the materials in the readings.

Evaluation of students’ mastery the course content will be done through leadership of ONE classroom discussion on designated topic, two short essays (2,500 words each) based on the discussion topics, a final exam, and an empirical paper.
Facilitating Seminar Discussion:
For each discussion topic, two (or three) student(s) will be assigned to facilitate discussions on the assigned readings. The facilitator’s task is to facilitate the discussion. The purpose of facilitating discussion is not to summarize the content of the readings.

Research Design
A research design for the final research paper is due in WEEK 4. Note that the main purpose of your research design is to tell me what you are planning to do for your final research paper (1 page single-spaced). This portion of the assignment should study or propose to analyze public management issues, micro or macro. The proposed study must apply issues related to public management with which you are familiar or/and engage one or more of the theoretical models from our readings.

Research Paper (Empirical)
The final research paper must be submitted on or before WEEK 16. The final paper should be between 25 and 30 pages (double spacing) excluding references. Note that I will only accept empirical research, either a quantitative or qualitative study. The research paper must be theory-driven. In other words, try to avoid toy project and make sure there is a point in doing the research.

Late submission will be penalized by 2% deduction per day from a 100% scale. This research paper will be of publishable quality and should conform to the style and form of an article submitted to a journal. (See “Guidelines for Final Paper”)

Essay Assignments
Each student is required to submit two essays. The first essay must be chosen from a list of discussion questions before Week 9 (reading week). The second essay must be chosen from a list of questions during the second half of the course, i.e., after Week 9 but before the final exam. If a student has a preference for a particular set of questions related to the topic covers during a discussion, I am happy to accommodate.

Your essays should be typed, 1.5 spaced, using standard margins and 12-font in a proportional font such as New Times Roman. Note that you are limited to write a total of 2,500 words. Please do not tinkering with font size and margins.

A general guideline on how to write an essay can be found in websites such as http://essayinfo.com/ To get you start thinking about an essay, I suggest reading around the topic and the recommended readings. You should not limit your reading to only those listed in the course outline. An acceptable essay must go beyond mere description of factual information, and will integrate materials from various sources and perspectives, including class readings and your own assessments. In other words, don’t just list descriptive or factual information on the topic. Your essay will be graded on the quality of the arguments, the organization of the essay, adequate use of existing literature, grammar, and spelling. You should submit your essay assignment no later than 5pm one week after we discuss the topic in class.

Final Exam
You will have a final exam. The exam will cover topics we have covered in class.
Grading
The grade for the course will be determined as follows:

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<tr>
<th>Component</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Summary of Research Topic</td>
<td>0%</td>
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<tr>
<td>Research Paper (Final draft)</td>
<td>25%</td>
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<tr>
<td>Two (2) essay assignments (20% each)</td>
<td>40%</td>
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<tr>
<td>Participation*</td>
<td>10%</td>
</tr>
<tr>
<td>Final Exam</td>
<td>25%</td>
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*In grading class participation I will consider the following elements: attendance (I am aware illnesses and unavoidable events do occur, but flagrant absences are not acceptable) and active participation (yes, you have to speak in class). Participation includes your role as a facilitator.*

**If you fail to attend Zoom class on the day of your facilitation (without the instructor permission), it will result in one-full level grade point deduction from your final course grade (i.e., your overall grade in the course will move from an A to a B, a B to a C, etc.).

Grades Breakdown
A = 100–90%  B = 89–80%  C = 79–70%  D = 69–60%  F = 59% below

**General expectations:** I expect students to attend all course sessions, complete all required readings prior to class time, participate in class discussions and complete the written assignments and examinations. If you are using a computer or other technology to take notes, this is fine. It is not ok, however, to surf the web, text others, or read or send emails during class time. If you choose to ignore this, it will result in one-full level grade point deduction from your final course grade (i.e., your overall grade in the course will move from an A to a B, a B to a C, etc.).

**Student Perceptions of Teaching (SPOT):** Students are strongly encouraged to complete the Student Perception of Teaching (SPOT) survey. This short survey will be made available on-line at the end of the semester.
E. Course Policies
   a. I prefer not to grant incomplete grades (Grade “I”) in this class.
   b. All essay assignments must be turned in on time. Points will be deducted for all exceptions.
   c. No work will be accepted after 5pm on Wednesday (Final week)

F. Assistance
The Department of Public Administration, in cooperation with the Office of Disability Accommodation, complies with the Americans with Disabilities Act in making reasonable accommodations for qualified students with disabilities. Students with disabilities needing academic accommodation should (1) register with and provide documentation to the Office of Disability Accommodation (ODA); and (2) bring a letter to the instructor indicating the need for accommodation and what type. This should be done during regular working hours before the 12th class day of regular semesters (4th class day of summer sessions).

G. Acceptable Student Behavior
Student behavior that interferes with an instructor’s ability to conduct a class or other students’ opportunity to learn is unacceptable and disruptive and will not be tolerated in any instructional forum at UNT. Students engaging in unacceptable behavior will be directed to leave the classroom and the instructor may refer the student to the Center for Student Rights and Responsibilities to consider whether the student's conduct violated the Code of Student Conduct. The university's expectations for student conduct apply to all instructional forums, including university and electronic classroom, labs, discussion groups, field trips, etc. The Code of Student Conduct can be found at www.unt.edu/csrr

H. Policy On Cheating and Plagiarism
Notice of this policy shall be given in all public administration classes each semester, and written copies shall be available in the public administration departmental office.

Definitions
The UNT Code of Student Conduct and Discipline defines cheating and plagiarism "as the use of unauthorized books, notes, or otherwise securing help in a test; copying other's tests, assignments, reports, or term papers; representing the work of another as one's own; collaborating without authority with another student during an examination or in preparing academic work; or otherwise practicing scholastic dishonesty."

Penalties
Normally, the minimum penalty for cheating or plagiarism is a grade of "F" in the course. In the case of graduate departmental exams, the minimum penalty shall be failure of all fields of the exam. Determination of cheating or plagiarism shall be made by the instructor in the course, or by the departmental faculty in the case of departmental exams.

Cases of cheating or plagiarism on graduate departmental exams, papers, theses, or dissertations shall automatically be referred to the departmental Curriculum and Degree Programs Committee. Cases of cheating or plagiarism in ordinary course work may, at the discretion of the instructor, be referred to the Curriculum and Degree Program[s] Committee in the case of either graduate or undergraduate students. This committee, acting as an agent of the Department, shall impose further penalties, or recommend further penalties to the Dean of Students, if they determine that the case warrants it. In all cases, the Dean of Students shall be informed in writing of the case.

Appeals
Students may appeal any decision under this policy by following the procedures laid down in the UNT Code of Student Conduct and Discipline. [Adopted 1977, revised 1993]
# I. Course Topics

<table>
<thead>
<tr>
<th>Week</th>
<th>Topic</th>
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| Week 1 (13 Jan.) | Course Overview and Expectations  
Assign facilitators |
| Week 2 (20 Jan.) | Intellectual Crisis                                                    |
| Week 3 (27 Jan.) | What is Public Management?                                            |
| Week 4 (3 Feb.) | Public Interest, Publicness, and Public Outcomes  
[Summary of Research Topic Due] |
| Week 5 (10 Feb.) | Public Service Motivation: Rational Actor or Rational Fool?          |
| Week 6 (17 Feb.) | UNT Closed – Class Cancelled.                                         |
| Week 7 (24 Feb.) | Management as Social Dilemmas                                         |
| Week 8 (3 Mar.) | Institutions, Organization, and Management                           |
| **Week 9 (10 Mar.)** | Contracts, Third-party Provider, and Transaction Costs                |
| Week 10 (17 Mar.) | Collaborative Management and Intersectoral Partnerships               |
| Week 11 (24 Mar.) | Institutional Collective Action Framework                             |
| Week 12 (31 Mar.) | Networks -- Public Management Perspective                             |
| Week 13 (7 Apr.) | Networks -- A Structural Perspective                                 |
| Week 14 (14 Apr.) | Public and Social Entrepreneurs                                      |
| Week 15 (21 Apr.) | **Exam**                                                              |
| Week 16 (28 Apr.) | Final Week  
(Final Paper Due)                                                 |
J. Reading Assignments

Week 2 Intellectual Crisis
Discussion Question: Both Herbert Simon and Dwight Waldo challenged the classical form of politics-administration dichotomy and the scientific management principles. However, they had different views on the future of public administration, as reflected in their debates in American Political Science Review in the 1950s. How would you assess the debates between the two giants of public administration theory? Does the inability of public administration academics to define the field signal a weakness in our profession, or do the efforts of public administration academics to stay abreast of political/societal change contribute to productive intellectual activities that otherwise might not occur as readily?

Recommended Readings

The Waldo-Simon Debate


Supplementary Readings


Week 3  What is Public Management?

Discussion Question: Approaching public management as a craft involves looking at the existing challenges and taking the best practices from observed success stories. Some however argue that this approach is a reductive view of public management in that it places an emphasis on leadership traits and managerial personalities. Behn (1995) asserts that public management questions should strive to answers "how" public managers understand their agencies, motivate their personnel, and improve agency’s performance. Kirlin (1996), on the other hand, contends that the field should be based on democratic values. Critically assess the debate and describe your position in this debate.

Recommended Readings


Supplementary Readings


Week 4 Public Interest, Publicness, and Public Outcomes

Discussion Question: Outline and critically discuss the major approaches associated with the concept of publicness. Based on the literature in the field of public management, how has the concept of “publicness” been used and applied by scholars to test organizational theories?

Recommended Readings


Publicness and Social Media


Week 5 Public Service Motivation: Rational Actor or Rational Fool?

Public service motivation research has increased dramatically over the past few decades, and is becoming more international, multidisciplinary, and multi-sectored. However, there have not been much done to fully integrate the concept into the human resource management (HRM) practices in the field of public administration. One argument from the field is that, the study of PSM has implications on management practices such as the need to assess job applicants’ level of public service motivation and thus impacting the selection decisions of future employees,
setting of criteria for fitting in context for employment, or designing alternative reward systems instead of pay-for-performance schemes.

**Discussion Question:** Discuss the different approaches (theories) to studying public service motivation? You should identify and then discuss the various assumptions that are made about human behaviors in each of these approaches. In relations to management practices, evaluate the strengths and weaknesses of these approaches? Illustrate your essay with examples.

**Recommended Readings**

“Public Service Motivation: A Systematic Literature Review and Outlook.”


**Week 7 Management as Social Dilemmas**

If individuals are assumed to be well equipped to cooperate with each other, and if culturally and morally we strike for social fairness favoring cooperation, why are we still witnessing so many social relationships that are competitive leading to tensions and conflicts? For example, one argument is that the competition comes from the nature of social situation itself—the problem caused by social dilemmas created patterns of behaviors that are, even if the individual wants to be good, given the payoffs and incentives, the situation is likely to reward the individual for being selfish. Much of these problems are related to what Miller (1992) argues as a tension between self-interest at the individual level and group efficiency, which creates a “*social dilemma* that is the heart of the managerial problem” (p. 35).
**Discussion Question:** Describe and discuss the principles of social dilemma that make the concept an effective approach for studying managerial problems. What do you see as major issues that have to be addressed when such an approach is used to examine managerial problems?

**Recommended Readings**


**Week 8 **  **Institutions, Organization, and Management**

**Discussion Question:** Although various authors have offered explanations to distinguish several approaches to understanding institutions, it is noteworthy that some authors tend to describe institutions as intentionally designed to resolve collective action problems, whereas another broad literature tends to regard them as socially constructed. Discuss the origins and the
implications of the “design” school and the “constructed” schools of thought. At a minimum you should discuss the following: (1) What are the assumptions underlying the disparate assumptions that institutions are “designed” or “constructed”? (2) Describe the literature and the more important authors in these two general approaches. (3) Discuss the ways that epistemological assumptions and/or preferred research methods may be associated with some authors’ orientations toward either the design or the constructed view of institutions. (4) Finally, describe where you come down in this distinction. Which general approach do you prefer and why?

**Recommended Readings**


**Week 9 Contracts, Third-party Provider, and Transaction Costs**

**Discussion Question:** Outline the theoretical arguments proposed by the transaction cost economics in the study of management. What are the factors on which there appears to be a general consensus used by scholars in explaining transaction costs? Critically discuss the theoretical and practical implications of using the theory in the field of public management.

**Recommended Readings**


Cooper, Philip (2002). Governing by Contract: Challenges and Opportunities for Public Managers. CQ Press


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**Week 9 — Reading Week**

**Week 10  Collaborative Management and Intersectoral Partnerships**

Discussion Question: Describe the main approaches to studying collaborative management. Discuss the strengths and weaknesses of these approaches. What lessons have been learned in the last 15 years regarding programs and projects to enhance collaboration processes across sectors? Illustrate your essay with examples.

Recommended Readings


### Week 11 Institutional Collective Action

**Discussion Question:** Describe how scholars define the problems of collective action and explain how individual interests compete with collective interests. To what extent can we apply the ICA framework when studying the public good market? Examine the advantages and disadvantages of the ICA framework. Provide your answers with examples.


**Additional Reading TBA**

### Week 12  Networks - Public Management Perspective

**Discussion Question:** Recently the concept of network analysis has been applied by scholars in the study of public management. Discuss the major theoretical perspectives associated with network analysis. What type of “big management questions” can be addressed through the concept and evaluate the potential contributions of network analysis to the study of public management.

**Recommended Readings**


Administration Research and Theory Vol. 8(1): 67-91


Week 13 Networks -- A Structural Perspective
Discussion Question: Critically review the claim that individual and organizational performance can be explained by their social positions. Be sure to explain the underlying assumptions or arguments of network analysis in terms of direction of causality, levels of analysis, and consequences of networks. What lessons can we learn about the importance of social position in management studies?

Recommended Reading


Week 14 Public and Social Entrepreneurs

Discussion Question: Critical evaluate the concept of public/social entrepreneurship. What is the role of public/social entrepreneurship in the public sector? Describe what motivates them and discuss the forces that can lead to their emergence.

Recommended Reading


Week 15 Final Exam

Week 16 Final paper Due