Course Objectives

This course is intended to provide a framework within which doctoral students can begin to familiarize themselves with the field of public management.

- At the broadest level, this means a conceptual map of the field, in which students will identify key theories and theorists in the field and understand the connections and differences among them.
- It also entails a thorough understanding of theories and approaches to theory in the field, including a critical assessment of the strengths and liabilities of these theories.
- Finally, it requires knowledge of where the frontiers of public management knowledge, the “cutting edge” of on-going research, are located.

Doctoral students must recognize that this class represents the beginning of your journey to developing knowledge in public management. This course is a starting point to give you a broad overview of the field and directions for where to go for further knowledge. Doctoral students must also recognize that this class is presented from one point of view—as you begin to develop your understanding of public management, you should question (respectfully) my perspective on the field and explore where your understandings diverge or align with how public management is presented in this class.

Required Texts


These two books are available through the university bookstore or online.
Other Required Reading: In addition to these two required textbooks, students will have a variety of other books and assigned readings. Selections of books and articles will be posted under each week’s folder in Blackboard. In addition, all students are required to read the following three books—one for the first week of class, one for week five, and one for the last:


Students will also be each assigned a book during selected weeks in the class. To acquire this book, you should first start with the library. I also have copies of many of these books and will be willing to loan them to students. However, you should also consider purchasing the books—as PhD students, you need to begin building the library that you will use as academics in the future.

Other Resources

Public Management Research Association website ([www.pmranet.org](http://www.pmranet.org))

In addition to the texts, students should become well-acquainted with the leading journals in public management, such as

- *Public Administration Review (PAR)*
- *Journal of Public Administration Research and Theory (J-PART)*
- *Journal of Public Policy Analysis and Management (JPPAM)*
- *American Review of Public Administration (ARPA)*
- *Governance (British)*
- *International Public Management Journal*
- *Public Management Review (British)*
- *Public Administration (British)*

Also, students should regularly read one public management journal in their professional field (for practitioners) or their field of specialization (for those headed toward an academic career). Examples of such journals include

- *Administration & Society*
- *Administrative Theory & Praxis*
- *Governing*
- *International Journal of Organization Theory & Behavior*
- *The Public Manager*
- *Nonprofit Management and Leadership*
- *Stanford Social Innovation Review*
- *Public Personnel Management*
- *Nonprofit and Voluntary Sector Quarterly*
• Journal of Public Management and Social Policy
• Public Budgeting and Finance
• Public Productivity and Management Review
• Review of Public Personnel Administration
• State and Local Government Review

Also, you should regularly read GAO Reports (they are free and all publications are available via the Internet at http://www.gao.gov).

Another important resource is the IBM Center for the Business of Government. The Center can be found at http://www.businessofgovernment.org/. There are many amazing resources on this and one of your assignments is going to be associated with this site.

Students may wish to subscribe to one or more of these journals, though it is also possible to access many of them on-line via the Auraria Library’s full-text journal databases.

**Seminars.** Our in-class activity will consist of a series of seminars covering the books and papers we have read together (the required texts, selected books, and assigned course topic readings). It is very important that students prepare thoroughly for these seminars. To do so, I will ask each of you post on Blackboard each week at least one question on the course readings for that week (on the threaded discussion board for that week—each threaded discussion are included under the Discussion Board Tab in Blackboard), no later than noon on the Monday class meets. I will integrate these questions into the class discussions and these questions will give us a chance to see ahead of time where everyone is with understanding the readings.

**Assignments.**

**Course Topic Leaders.** Each student in the course will pick one topic in public management to prepare to present as a seminar. The topics for consideration are marked on the syllabus and these will be assigned the first day of class. The purpose of this exercise is to become the “expert” on at least one public management topic, help your classmates also become knowledgeable in this area, and to gain some experience preparing for and teaching a class session to students. You will have to lead the course discussion for 1 to 1 ½ hours of the course time. Students are encouraged to meet with me to discuss their preparation as they get ready to present and lead the discussion. Requirements, and recommendations, for preparing and leading your seminar include:

- Prepare a handout (could be a PowerPoint presentation or just a simple set of bullets, outline of your topic, a summary of the main points/theories/methods) on this topic to present to the class to help guide the discussion. This should cover the main points of the topic, the relevant theories, critiques and support for the theory, examples of empirical research on this topic, methods that are particularly appropriate for this topic and its theories, identification of key authors, and any other important material. Be sure to use the posted question from the others students to help to frame this. Make sure to hand this into the professor. **Required.**
- Develop a set of discussion questions and lead the class through a discussion of the topic. You can use the discussion appendix below as a guide, but be sure to prepare questions customized for your topic. Good discussions will review the readings, summarize key
points, bring a critical lens to the topic, and relate the material to any other appropriate topics we are discussing in class. Make sure to hand into the professor. Required.

- Develop a set of research questions (at least 2) that you might research in the future. Make sure to hand into the professor. Required.

Literature Review, Exam Question, and Bibliography – Due Within 3 Weeks of Completing Your Seminar (last two seminars have a shorter deadline)

- Write a comprehensive literature review on your topic (see appendix below for guidance). This review should be up to 20 (double-spaced) pages and should summarize all the points presented in all of the materials you prepared. The paper should be prepared as a “lit-review” chapter for a dissertation or scholarly book; it should identify and critique seminal works, show how follow-on research advanced our understanding of the topic, and note where the frontier of research lies today (e.g., what areas still need to be addressed). Required.
- Prepare a bibliography for this topic that includes all the relevant scholarly books, articles, essays, government reports that you and your classmates might access at a later point (like when you are studying for comprehensive exams or writing a chapter for your dissertation). This must be written with full citations, and any links to online reports. This will be due when you turn in your literature review and will be shared with your classmates. (It is not expected that you read each entry on the bibliography). Required.
- Write a comprehensive exam question related to your topic. You can make this a truly “comprehensive” question, bringing together several topics, or interweaving your 8010 and 8030 literature into your question. Required.

IBM Center for the Business of Government Research Stipend Application: As an exercise in learning how to frame public management research questions, each student is going to complete a mock application for the IBM Center for the Business of Government Research Stipends. In reviewing the site, you can see that many of the top researchers in public management have received these awards and they are producing high quality research that is of interest to both academics and practitioners. The link to the stipend program can be found here: http://www.businessofgovernment.org/content/research-stipends. You will not be required to complete it online—the application ask for 9000 characters, which is approximately 3 pages single spaced. Therefore, your application should be no more than 3 pages single-spaced (not counting references). We will discuss these in class throughout the semester, as you begin to craft your idea. A brief discussion of your idea for this project is due midway through the semester.

Take-home Exam. It is very important that students learn to analyze a problem and write a cogent, critical response to it. Not only is this skill required on the PhD Comprehensive Exams, it is also at the heart of the scholarly enterprise. Toward this end, there will be one mock take-home examination, in an exam format very similar to that of the comprehensive exams, except that the written product will be very short – no more than 5 pages. These exam experiences are meant to be primarily a learning activity, however, so they will be graded only as Excellent/Pass/Fail -- with pass meaning that you gave it a good-faith effort and fail meaning that you obviously did not take it seriously. “Excellent” means that it is of remarkably high
quality for this sort of exercise. We will take some time in class to discuss the exams and consider the many alternative ways to approach each question.

Each class member will be assigned an exam question that was authored by the “course topic leader” for that topic. No one will answer the same question, which will ensure that each course topic is answered by at least one student. You will not know which question you will be assigned to answer until the end of the semester.

| Seminar Preparation (readings/bibliography/question): | 25 percent of grade |
| Seminar Presentation/Discussion: | 15 percent of grade |
| IBM Center for the Business of Government Application | 15 percent of grade |
| Literature Review: | 30 percent of grade |
| Take-home Exam: | 15 percent of grade |

NOTE: These percentages are an approximate guide to the relative importance of each activity. Grading at this level of study does not permit misplaced precision, and your final grade in the course will reflect all your work taken together.

### Schedule of Meetings

<table>
<thead>
<tr>
<th>Week</th>
<th>Topic</th>
<th>Assignment Due</th>
<th>Discussion Leader</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>January 28</td>
<td>Orientation-What is Public Management?</td>
<td>Readings and discussion question(s)</td>
</tr>
<tr>
<td>Two</td>
<td>February 4</td>
<td>Public/Private Management</td>
<td>Readings and discussion question(s)</td>
</tr>
<tr>
<td>Three</td>
<td>February 11</td>
<td>Democracy, Bureaucracy, and Politics</td>
<td>Readings and discussion question(s)</td>
</tr>
<tr>
<td>Four</td>
<td>February 18</td>
<td>The Changing Face of Public Management-Reform</td>
<td>Readings and discussion question(s); Discussion Leader</td>
</tr>
<tr>
<td>Five</td>
<td>February 25</td>
<td>The Changing Face of Public Management-The Logic of Governance and Privatization</td>
<td>Readings and discussion question(s); Discussion Leader</td>
</tr>
<tr>
<td>Six</td>
<td>March 4</td>
<td>The Changing Face of Public Management-Networks and Collaboration</td>
<td>Readings and discussion question(s); Discussion Leader</td>
</tr>
<tr>
<td>Seven</td>
<td>March 11</td>
<td>Performance, Effectiveness, and Outcomes in Public Management</td>
<td>Readings and discussion question(s); Discussion Leader Submit draft idea for the IBM Center for the Business of Government Research Stipend; Week Four Paper Due</td>
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<tr>
<td>Eight</td>
<td>March 18</td>
<td>Methods in Public Management</td>
<td>Readings and discussion question(s); Discussion Leader; Week Five Paper Due</td>
</tr>
<tr>
<td>Nine</td>
<td>Spring Break-No Class</td>
<td></td>
<td>Week Six Paper Due</td>
</tr>
<tr>
<td>Ten</td>
<td>April 1</td>
<td>Managing People</td>
<td>Readings and discussion question(s); Discussion Leader; Week Seven Paper Due</td>
</tr>
<tr>
<td>Eleven</td>
<td>April 8</td>
<td>Organization Theory-Part 1-Structure and Design</td>
<td>Readings and discussion question(s); Week Eight Paper Due</td>
</tr>
<tr>
<td>Twelve</td>
<td>April 15</td>
<td>Organization Theory-Part 2-Organizational Learning and Culture</td>
<td>Readings and discussion question(s); Discussion Leader</td>
</tr>
<tr>
<td>Thirteen</td>
<td>April 22</td>
<td>Law/Ethics</td>
<td>Readings and discussion question(s); Discussion Leader; Week Ten</td>
</tr>
</tbody>
</table>
“The garden of public management is certainly untidy, and its borders are frequently vague...”
(Ferlie, Lynn, and Pollitt 2007, 726).

Week 1 28 January  Orientation-What is Public Management


Oxford Handbook, Chapters 1 and 2.

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Week 2 4 February  Public/Private Management

Oxford Handbook, Chapter 4.

Rainey, Chapter 3 and 4.
Bozeman, B. 1987. *All Organizations Are Public*. San Francisco: Jossey-Bass Publishers: Chapters 1, 2, 4, 5, 6


**Week 3  11 February  Democracy, Bureaucracy, and Politics**

Oxford Handbook, Chapters 3 and 5.


Recommended:
Rainey, Chapter 5

Each student must select and read one of the following books for this week’s class:


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Week 4 18 February  **The Changing Face of Public Management Reform**

Rainey, Chapter 14


Each student must select and read one of the following books for this week’s class:


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**Week 5**

25 February

**The Changing Face of Public Management-The Logic of Governance and Privatization**


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**Week 6**

4 March

**The Changing Face of Public Management-Networks and Collaboration**

Oxford Handbook, Chapters 11 and 12


Each student must select and read one of the following books for this week’s class:


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**Week 7**

11 March  

**Performance, Effectiveness, and Outcomes in Public Management**

Oxford Handbook, Chapters 21 and 23

Rainey, Chapter 6

Each student must select and read one of the following books for this week’s class:


Methods in Public Management Research


Week Nine-Spring Break-NO CLASS

Managing People

Oxford Handbook, Chapter 22.

Rainey, Chapters 9, 10


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**Week 11  8 April  Organization Theory Part 1-Structure and Design**

Rainey, Chapters 2, 7, 8


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**Week 12  15 April  Organization Theory Part 2-Organizational Learning and Culture**

Oxford Handbook, Chapter 20


Each student must select and read one of the following books for this week’s class:


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Week 13  22 April  Law and Ethics


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**Week 14** 29 April

**Virtual Organizations/ E-Government/ Technology and Public Management**

Oxford Handbook, Chapters 13 and 17


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**Week 15** 6 May

**Reflections-What is Public Management? Does Management Matter?**

We will spend the majority of the class period reflecting on what we have covered in the class and completing our conceptual map of public management.
Thank you to Dr. Danielle Varda for use of this material:

**Some Overarching PM Questions**
1. What value positions or underlying models/assumptions make up the foundation of a certain topic?
2. What theories support or challenge it?
3. What theories support or challenge it?
4. Is all new management reform considered NPM (old wine in new bottles)?
5. What are the boundaries of “Public”?
6. Does management matter?
7. How do we deliver public services?
8. Where do nonprofit organizations fit within public management theory?

**APPENDIX A: DISCUSSION WORKSHEET**

**AUTHOR & TITLE OF READING ____________________________________________**

Please complete the first three pages before class. You may frequently want to add to and modify what you have written during class. (You may find it convenient to use a laptop to take notes during class.) While I recognize that there is a lot of reading in this class, taking notes in this way can help you hone in on the main points and also institutionalize your knowledge for sharing with your classmates and for review for comprehensive exams.

**PHASE I - WHAT THE AUTHOR REALLY SAID**

1. **DEFINITIONS:** List key new terms and concepts. Define those you do not already know. (Do not use class time to define terms that are clear to all.) Circle those that you feel need clarification or discussion.

2. **SUMMARIZE** author's general point in 3 or 4 sentences (in a manner similar to an abstract). State points directly rather than "he says" or "it's about." (Do not evaluate it here; do this after #3 in preparing the worksheet.)

3. **IDENTIFY MAJOR THEMES AND KEY POINTS.** This is usually best done by a point outline. NOTE AND CIRCLE questions and points you feel most need discussion. Avoid evaluation here – Your purpose is to make sure you really understand what the author is trying to say. Discussion should deal only with areas that the group members feel it should be most profitable to discuss. You do not need to discuss everything. (Your outline should cover the entire assignment, however.)

4 & 5. **In class:** ALLOCATE TIME and DISCUSS the article.

**PHASE II - WHAT I THINK ABOUT THIS** - In sections 6, 7 and 8 list your ideas and then develop at least some of them in a short paragraph(s).
6. INTEGRATION. How does the assigned material fit with other course materials (discussions, reading, lectures)? Where does it fit in the broader context of theories and issues in public management? In public affairs?

7. APPLICATIONS AND IMPLICATIONS. How can the assigned material be applied to situations you have experienced or are experiencing? To other situations you know about (from reading, from the reports of others)? Does it have implications for future situations?

8. ANALYSIS. Was the author's argument logical? Was the evidence appropriate? Was it convincing? Were the author's conclusions fully supported by the evidence? What are the author's values? What assumptions concerning theory did the author make? What assumptions concerning facts were made?

9. EVALUATION. Was the presentation of the material clear? Does the author's work make a contribution to the study of public management? Will the author's work have an impact on the practice of public management? Was there anything in the article that was of particular importance or value to you?
## APPENDIX B: CRITERIA OF EXCELLENCE

<table>
<thead>
<tr>
<th>CRITERION</th>
<th>RUBRIC: Inferior</th>
<th>RUBRIC: Solid</th>
<th>RUBRIC: Outstanding</th>
</tr>
</thead>
<tbody>
<tr>
<td>Understanding</td>
<td>1  Seems to understand class texts and discussion but does not express this understanding clearly and explicitly. Occasionally <em>misunderstands</em> the material.</td>
<td>3  Has a very solid grasp of the concepts used in class. Discusses the ideas clearly and explicitly. Rarely misunderstands the material.</td>
<td>5  Has a subtle and sophisticated understanding of conceptual and theoretical material. Can see beyond what was taught and form own ideas.</td>
</tr>
<tr>
<td>Manipulating concepts</td>
<td>2  Examples or analogies are not quite right, or are naive (or uses only the examples that were in the text). Comparisons and contrasts between various concepts are naive or unclear or wrong. Does not apply theory to practical experience appropriately.</td>
<td>4  Uses appropriate examples and/or analogies. Makes appropriate comparisons and contrasts between various concepts used in class. Can apply theory and ideas to practical experience.</td>
<td>7  Examples and analogies are not only interesting but suggest additional possibilities. Discussion of them is clear and appropriately detailed. Makes insightful contrasts between various concepts. Applies theory and ideas creatively and derives learning from them.</td>
</tr>
<tr>
<td>Critical thinking</td>
<td>2  Mostly reiterates what was discussed already discussed in class. Makes inappropriate inferences. Accepts what others say uncritically.</td>
<td>5  Occasionally offers critical commentary. Can identify underlying theory or values in what s/he reads or hears. Arguments are logical and clear.</td>
<td>9  Offers penetrating criticism of class material, appropriately praising or criticizing and explaining <em>why</em>. Arguments are sophisticated and clear.</td>
</tr>
<tr>
<td>Writing</td>
<td>-2 Unclear</td>
<td>0  Reasonably clear</td>
<td>+2 Very clear, graceful</td>
</tr>
<tr>
<td>Originality</td>
<td></td>
<td></td>
<td>+2 Striking ideas</td>
</tr>
</tbody>
</table>
APPENDIX C: How to Write a Literature Review
By Kenneth Lyons, University of California, Santa Cruz

1. Introduction

Not to be confused with a book review, a literature review surveys scholarly articles, books and other sources (e.g. dissertations, conference proceedings) relevant to a particular issue, area of research, or theory, providing a description, summary, and critical evaluation of each work. The purpose is to offer an overview of significant literature published on a topic.

2. Components

Similar to primary research, development of the literature review requires four stages:

- Problem formulation—which topic or field is being examined and what are its component issues?
- Literature search—finding materials relevant to the subject being explored
- Data evaluation—determining which literature makes a significant contribution to the understanding of the topic
- Analysis and interpretation—discussing the findings and conclusions of pertinent literature

Literature reviews should comprise the following elements:

- An overview of the subject, issue or theory under consideration, along with the objectives of the literature review
- Division of works under review into categories (e.g. those in support of a particular position, those against, and those offering alternative theses entirely)
- Explanation of how each work is similar to and how it varies from the others
- Conclusions as to which pieces are best considered in their argument, are most convincing of their opinions, and make the greatest contribution to the understanding and development of their area of research

In assessing each piece, consideration should be given to:

- Provenance—What are the author's credentials? Are the author's arguments supported by evidence (e.g. primary historical material, case studies, narratives, statistics, recent scientific findings)?
- Objectivity—Is the author's perspective even-handed or prejudicial? Is contrary data considered or is certain pertinent information ignored to prove the author's point?
- Persuasiveness—Which of the author's theses are most/least convincing?
- Value—are the author's arguments and conclusions convincing? Does the work ultimately contribute in any significant way to an understanding of the subject?

3. Definition and Use/Purpose
A literature review may constitute an essential chapter of a thesis or dissertation, or may be a self-contained review of writings on a subject. In either case, its purpose is to:

- Place each work in the context of its contribution to the understanding of the subject under review
- Describe the relationship of each work to the others under consideration
- Identify new ways to interpret, and shed light on any gaps in, previous research
- Resolve conflicts amongst seemingly contradictory previous studies
- Identify areas of prior scholarship to prevent duplication of effort
- Point the way forward for further research
- Place one's original work (in the case of theses or dissertations) in the context of existing literature

The literature review itself, however, does not present new primary scholarship.

An example of a literature review:


Further information on the literature review may be found in:
