PUBLIC AFFAIRS 878: Introduction to Public Management  
University of Wisconsin-Madison, Spring 2022

*Group 1:* Thursdays, 1:20-3:15 pm Central Time (Classroom: 1217 Humanities)  
*Group 2:* Thursdays, 3:30-5:25 pm Central Time (Classroom: 1217 Humanities)

**Instructor: Professor Tana Johnson**

Email: tana.johnson@wisc.edu  
Office: 204 La Follette School Building

Office Hours (online or in-person):  
Tuesdays 1:30-2:30 pm Central Time  
Thursdays 10:00-11:30 am Central Time  
And by appointment

**Course Description**

This course is largely discussion-based. Although there will be some short lectures to solidify and extend key concepts, much of our time will be spent applying those concepts to real issues in public management. Traditional academic readings will be drawn from the variety of disciplines that contribute to public management: political science, economics, public administration, sociology, business, history, psychology, etc. In addition, we will engage with case studies, guest speakers, government reports, podcasts, films, news articles, and other materials. Students will often take the lead in our conversations. There will be learning assignments outside of class as well, some in the form of team-based activities reflecting the collaborative and interactive nature of public management.

**Course Content**

Since this is an introduction to public management, the course will provide an overview of issues within this area in order to give students a foundation for pursuing further specialized training (e.g., in communication, human resources management, or budgeting) in the future. The course is organized into three parts, steadily moving from a macro view down to a micro view.

- Part I examines the broad context of public management: what “public management” means; how the public sector is like or unlike the private or not-for-profit sectors; why concepts about bureaucracy, delegation, and design are useful for public managers; and what is distinct (or not) about the development of the public sector in the United States.

- Part II examines interactions in public management in the U.S.: how managers in the public-sector bureaucracy interact with the executive branch, the legislative branch, the judicial branch, interest groups, the media, the general public, the private sector, and the not-for-profit sector.
Part III examines public management within organizations: why organizational performance is challenged by bureaucracy, delegation, and design: how managers lead their organizations; and why it is crucial to understand organizational culture and ethics.

<table>
<thead>
<tr>
<th>Meeting #</th>
<th>Conceptual Toolkit</th>
<th>Practical Application</th>
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<tbody>
<tr>
<td><strong>Part I: The Context of Public Management</strong></td>
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<tr>
<td>1</td>
<td>Similarities and Differences among the Public, Private, and Not-for Profit Sectors</td>
<td>Constructing Logic Models</td>
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<td>2</td>
<td>Market Failure, Non-Market Failure, and Public-Value</td>
<td>Conducting Stakeholder Analyses</td>
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<td>3</td>
<td>Key Elements of Bureaucracy, Delegation, and Design</td>
<td>Making Group Decisions</td>
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<td>4</td>
<td>What’s Distinct (and What’s Not) in the Ongoing Development of the U.S. Public Sector</td>
<td>Writing Memos</td>
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<td><strong>Part II: Interactions in Public Management</strong></td>
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<td>5</td>
<td>Interactions with the Legislative and Executive Branches</td>
<td>Budgeting</td>
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<td>6</td>
<td>Interactions with the Judicial Branch and Interest Groups</td>
<td>Crafting Regulations</td>
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<td>7</td>
<td>Interactions with the Media and the Public</td>
<td>Communicating with the Press</td>
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<td>8</td>
<td>Interactions with the Private Sector or the Not-for-Profit Sector</td>
<td>Contracting</td>
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<td><strong>Part III: Public Management within Organizations</strong></td>
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<td>9</td>
<td>How Organizational Performance Is Challenged by Bureaucracy, Delegation, and Design</td>
<td>Conducting Performance Audits</td>
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<td>10</td>
<td>Organizational Culture, Diversity, Equity, and Inclusion</td>
<td>Facing Ethical Dilemmas</td>
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<td>11</td>
<td>Managerial Leadership</td>
<td>Handling Reorganization and Personnel</td>
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<td>12</td>
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<td>Reporting Your Work; Team Preparations for Final Projects</td>
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<td>13</td>
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<td>Presentations of Team Projects</td>
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<td>14</td>
<td>Course Wrap-Up</td>
<td>Presentations of Team Projects</td>
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<tr>
<td>15</td>
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<td>Final Written (Team) Report</td>
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Each part provides components for your conceptual toolkit – an assemblage of key concepts that point to wider, predictable patterns. Each part also works through a variety of practical applications: constructing logic models, conducting stakeholder analyses, making group decisions,
writing memos, budgeting, crafting regulations, communicating with the press, contracting, conducting performance audits, making personnel decisions, handling reorganization, and reporting your work. It’s the linkage that is pivotal: concepts become concrete when they are used to tackle real problems, and practical applications teach broader lessons when they are linked with overarching concepts.

**Instruction Modality and Course URL**

In person.

**Credits and Prerequisites**

Credits: 3. The credit standard for this course is met by an expectation of a total of 135 hours of student engagement with the courses learning activities (45 hours per credit), which include regularly scheduled instructor/student meeting times, group work, reading, writing, exercises, speakers, and other student work as described in the syllabus.

Prerequisites: graduate/professional standing

**Weekly Course Rhythm**

<table>
<thead>
<tr>
<th>Friday</th>
<th>Saturday</th>
<th>Sunday</th>
<th>Monday</th>
<th>Tuesday</th>
<th>Wednesday</th>
<th>Thursday</th>
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<tbody>
<tr>
<td>Weekly unit begins</td>
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<td>Weekly unit ends</td>
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<tr>
<td>Complete the week’s read/listen/watch preparations.</td>
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<td>Participate in class meeting</td>
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<td>Work on the week’s activities, assignments, etc.</td>
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<td>By 11:00 am Central Time: finalize the week’s asynchronous* deliverable(s)</td>
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<tr>
<td>Work ahead on any multi-week activities, assignments, etc. (in particular: the final project).</td>
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<td>By class time: finalize the week’s synchronous* deliverable(s)</td>
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* Synchronous deliverables are assignments that are due during our class meetings, whereas asynchronous deliverables are assignments that are due outside of our class meetings

**Assigned Materials to Read/Listen/Watch**

The only required purchase is the $21.25 pack of case studies through Harvard Publishing. The unique link for our course is: [https://hbsp.harvard.edu/import/905963](https://hbsp.harvard.edu/import/905963)

For both of the main textbooks, the UW-Madison Library provides free, unlimited access to the e-Book format for all UW-Madison students and faculty via its website: [https://www.library.wisc.edu](https://www.library.wisc.edu)


**Deliverables (Assignments) and Deadlines**

The course deliverables and their portions of the course grade are:

| 15% | Participation in Class Meetings |
| 15% | Discussion Boards |
| 10% | Written (Team) Policy Memo |
| 15% | Written (Individual) Policy Memo #1 |
| 15% | Written (Individual) Policy Memo #2 |
| 15% | Oral (Team) Presentation |
| 15% | Final Written (Team) Report |

To accommodate the various reasons why students might miss class, the 3 lowest participation scores are dropped. **In case of absence, students should try to notify the instructor in advance and should follow up with classmates to catch up on missed material.**

The deadlines for the deliverables are aggregated in the table below:

<table>
<thead>
<tr>
<th>Meeting #</th>
<th>Deliverables in Asynchronous Component</th>
<th>Deliverables in Synchronous Component</th>
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<tbody>
<tr>
<td></td>
<td><strong>Due Wednesdays at 11:00 am Central time</strong></td>
<td><strong>Due Thursdays at meeting time</strong></td>
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<tr>
<td>1</td>
<td>1/26 Discussion Board: Self-introductions</td>
<td>1/27 Participation</td>
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<tr>
<td>2</td>
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<td>2/3 Participation</td>
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<tr>
<td>3</td>
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<td>2/10 Participation</td>
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<tr>
<td>4</td>
<td>2/16 Discussion Board: Analysis for Policy Memos</td>
<td>2/17 Participation</td>
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<tr>
<td>5</td>
<td>2/23: Written (Team) Policy Memo</td>
<td>2/24 Participation</td>
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<td>6</td>
<td>3/2: Discussion Board: Analysis for Policy Memos</td>
<td>3/3 Participation</td>
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<td>7</td>
<td>3/9: Written (Individual) Policy Memo #1</td>
<td>3/10 Participation</td>
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<td>(no class: spring break)</td>
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<td>8</td>
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<td>3/24 Participation</td>
</tr>
<tr>
<td>9</td>
<td>3/30: Discussion Board: Analysis for Policy Memos</td>
<td>3/31 Participation</td>
</tr>
<tr>
<td>10</td>
<td>4/6: Written (Individual) Policy Memo #2</td>
<td>4/7 Participation</td>
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<tr>
<td>11</td>
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<td>4/14 Participation</td>
</tr>
<tr>
<td>12</td>
<td>4/20: Discussion Board: Best Practices for Presentations</td>
<td>4/21 Participation</td>
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<tr>
<td>13</td>
<td>--</td>
<td>4/28 Participation; Oral (Team) Presentations</td>
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<tr>
<td>14</td>
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<td>5/5 Participation</td>
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<td>--</td>
<td>5/11 Final Written (Team) Report</td>
<td>(no class: finals week)</td>
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Grading and Tardy Work

The maximum score for the entire course is 100 points. These points may be earned as detailed above, and curved grading will not be used. The grading scale is:

- A  93-100
- AB 88-92
- B  83-87
- BC 78-82
- C  70-77
- D  60-69
- F  <60

Collaboration and Plagiarism

By virtue of enrollment, each student agrees to uphold the high academic standards of the University of Wisconsin-Madison; academic misconduct is behavior that negatively impacts the integrity of the institution. Cheating, fabrication, plagiarism, unauthorized collaboration, and helping others commit these previously listed acts are examples of misconduct which may result in disciplinary action. Examples of disciplinary action include, but is not limited to, failure on the assignment/course, written reprimand, disciplinary probation, suspension, or expulsion.

Honesty is basic to what we do at the university and in this course. Students are expected to be familiar with and abide by all of the university’s rules and norms for academic integrity. In this course, unless otherwise specified, assignments are intended to be individual (and not group) efforts. For written work, discussion of material and sharing of ideas is desirable, but each student should write without further ideational input from others. Also, be scrupulous about documenting sources of material.

Statement on Academic Calendar and Religious Observances

See: https://secfac.wisc.edu/academic-calendar/#religious-observances

Statement on Accommodations for Students with Disabilities

The University of Wisconsin-Madison supports the right of all enrolled students to a full and equal educational opportunity. The Americans with Disabilities Act (ADA), Wisconsin State Statute (36.12), and UW-Madison policy (Faculty Document 1071) require that students with disabilities be reasonably accommodated in instruction and campus life. Reasonable accommodations for students with disabilities is a shared faculty and student responsibility. Students are expected to inform faculty of their need for instructional accommodations by the end of the third week of the semester, or as soon as possible after a disability has been incurred or recognized. Faculty will work either directly with the student or in coordination with the McBurney Center to identify and provide reasonable instructional accommodations. Disability information, including instructional
accommodations as part of a student's educational record, is confidential and protected under FERPA. (See: McBurney Disability Resource Center)

**Statement on Course Evaluations**

Students will be provided with an opportunity to evaluate this course and the learning experience. UW-Madison uses an online course evaluation survey tool, AEFIS. In most instances, you will receive an official email two weeks prior to the end of the semester when your course evaluation is available. You will receive a link to log into the course evaluation with your NetID where you can complete the evaluation and submit it, anonymously. Your participation is an integral component of this course, and your feedback is important to me. I strongly encourage you to participate in the course evaluation.

**Statement on Diversity and Inclusion**

Diversity is a source of strength, creativity, and innovation for UW-Madison. We value the contributions of each person and respect the profound ways their identity, culture, background, experience, status, abilities, and opinion enrich the university community. We commit ourselves to the pursuit of excellence in teaching, research, outreach, and diversity as inextricably linked goals.

The University of Wisconsin-Madison fulfills its public mission by creating a welcoming and inclusive community for people from every background – people who as students, faculty, and staff serve Wisconsin and the world.

**Statement on University COVID-19 Policies**

See: [https://covidresponse.wisc.edu/](https://covidresponse.wisc.edu/)

**Statement on Resource Links to Other Campus Services**

University Health Services: [https://www.uhs.wisc.edu/](https://www.uhs.wisc.edu/)
Office of the Registrar: [https://registrar.wisc.edu/](https://registrar.wisc.edu/)
Office of Student Financial Aid: [https://financialaid.wisc.edu/](https://financialaid.wisc.edu/)
Office of Dean of Students: [https://doso.students.wisc.edu/](https://doso.students.wisc.edu/)

**Statement on Students’ Rules, Rights, or Responsibilities**

See: [https://guide.wisc.edu/undergraduate/#rulesrightsandresponsibilities](https://guide.wisc.edu/undergraduate/#rulesrightsandresponsibilities)
TIMING OF WHAT TO READ/LISTEN/WATCH (subject to adjustment)

Part I: The Context of Public Management

1/27 (Th) – Meeting #1

Deliverables Due:

Asynchronous (Wednesday): Discussion Board (Self-Introductions)
Synchronous (Thursday): Participation (and bring your Logic Model draft)

a) Conceptual Toolkit: Similarities and Differences among the Public, Private, and Not-for-Profit Sectors (15 pages)


b) Practical Application: Constructing Logic Models (62 pages)


2/3 (Th) - Meeting #2

Deliverables Due:
   Asynchronous (Wednesday): none
   Synchronous (Thursday): Participation (and bring your Stakeholder Analysis draft)

a) Conceptual Toolkit: Market Failure, Non-Market Failure, and Public-Value Failure (68 pages)


b) Practical Application: Conducting Stakeholder Analyses (18 pages)


   2) Roseke, Bernie. April 1, 2019. Project Engineer. “The Three Essential Parts of Stakeholder Communication.” Available at: https://www.projectengineer.net/the-3-essential-parts-of-stakeholder-communication/ (4 pages)


2/10 (Th) - Meeting #3

Deliverables Due:
Asynchronous (Wednesday): none
Synchronous (Thursday): Participation (and bring your Options-vs-Considerations draft)

a) Conceptual Toolkit: Key Elements of Bureaucracy, Delegation, and Design (87 pages)

   Chapter III: What Are Bureaus, and Who Are Bureaucrats? (pp. 24-31) (8 pages)
   Chapter IV: Why Bureaus Are Necessary (pp. 32-40) (9 pages)


   Chapter 1: Principles, Principals, and Ambition (pp. 1-24) (see Canvas) (24 pages)

   Chapter 1: The Making of Global Governance: Not by States Alone (see Canvas) (pp. 1-26) (OK to skim all) (26 pages)

b) Practical Application: Making Group Decisions (22 pages + 5 minutes)

   Chapter 12: Teamwork: Understanding Communication and Conflict in Groups (only pp. 388-390, 393-394, 397-398) (see Canvas) (7 pages)

2) Optima Training (UK) Ltd. February 24, 2015. “Video: Six Thinking Hats.” Available at: https://www.youtube.com/watch?v=0Hiwpz7r4wY (5 minutes)


2/17 (Th) - Meeting #4

Deliverables Due:
- Asynchronous (Wednesday): Discussion Board (Analysis for Policy Memos)
- Synchronous (Thursday): Participation

a) Conceptual Toolkit: What’s Distinct (and What’s Not) in the Ongoing Development of the U.S. Public Sector (69 pages)

   Chapter 4: Constitutional Law (pp. 109-142) (see Canvas) (32 pages)


   Chapter 5: The Impact of Political Power and Public Policy (only pp. 112-113) (see Canvas) (2 pages)


b) Practical Application: Writing Memos (30 pages)


3) Johnson, Tana. 2021. “Policy Memos Writing Guide.” (see Canvas) (6 pages)
Part II: Interactions in Public Management

2/24 (Th) - Meeting #5

Deliverables Due:
- Asynchronous (Wednesday): Written (Team) Policy Memo
- Synchronous (Thursday): Participation

a) Conceptual Toolkit: Interactions with the Legislative and Executive Branches (59 pages)


   Chapter 6: The Buck Doesn’t Stop Here After All (pp. 111-135) (see Canvas) (24 pages)

b) Practical Application: Budgeting (21 pages)


3) Fenn, Dan Jr. 2004. “Harvard Kennedy School Case # CR15-04-1753.0: The Truth, the Whole Truth… or a Reasonable Facsimile?” HKS “classic” case, licensed for distribution. (pp. 73-79) (see Canvas) (7 pages)
3/3 - Meeting #6

Deliverables Due:
Asynchronous (Wednesday): Discussion Board (Analysis for Policy Memos)
Synchronous (Thursday): Participation

a) Conceptual Toolkit: Interactions with the Judicial Branch and Interest Groups (40 pages + 42 minutes)


b) Practical Application: Crafting Regulations (20 pages + 54 minutes)


3) Zhou, Wey, and Danny Friedman. 2019. “University of Hong Kong Case #1149: Uber in Hong Kong: A Regulator’s Dilemma.” (pp. 1-17) (in case-pack purchased by students) (17 pages)
3/10 - Meeting #7

Deliverables Due:
Asynchronous (Wednesday): Written (Individual) Policy Memo #2
Synchronous (Thursday): Participation

a) Conceptual Toolkit: Interactions with the Media and the Public (45 pages)


   Chapter 11: Communicating with the Media, Stakeholders, and the Public *(especially pp. 344-360, OK to skim pp. 333-344)* (see e-Book through UW Library) (28 pages)


b) Practical Application: Communicating with the Press (26 pages + 54 minutes)


   Chapter 13: “Using Agency Records”) (pp. 325-343) (see e-Book through UW Library) (19 pages)

   Chapter 18: “Using the Internet” *(only pp. 474-479)* (see e-Book through UW Library) (6 pages)

3) Britannica. 2020. “U.S. Public Broadcasting Service (PBS).” Available at: https://www.britannica.com/topic/Public-Broadcasting-Service (1 page)

3/17 – NO CLASS (SPRING BREAK)
3/24 - Meeting #8

**Deliverables Due:**
- Asynchronous (Wednesday): none
- Synchronous (Thursday): Participation

a) Conceptual Toolkit: Interactions with the Private Sector or the Not-for-Profit Sector (30 pages)


b) Practical Application: Contracting (41 pages)


   Chapter 7: The Art and Craft of Contracting (pp. 141-154) (see e-Book through UW Library) (14 pages)

**Part III: Public Management within Organizations**

3/31 - Meeting #9

**Deliverables Due:**
Asynchronous (Wednesday): Discussion Board (Analysis for Policy Memos)
Synchronous (Thursday): Participation

a) Conceptual Toolkit: How Organizational Performance Is Challenged by Bureaucracy, Delegation, and Design (30 pages)


b) Practical Application: Conducting Performance Audits (40 pages + your own research)


4) **YOUR OWN RESEARCH**: examples of reports by the Government Accountability Office (GAO) and the GAO Comptroller General.
4/7 - Meeting #10

Deliverables Due:
Asynchronous (Wednesday): Written (Individual) Policy Memo #2
Synchronous (Thursday): Participation

a) Conceptual Toolkit: Organizational Culture, Diversity, Equity, and Inclusion (64 pages)

   Chapter 3: The Competing Values Framework (pp. 35-72) (see Canvas) (38 pages)


b) Practical Application: Facing Ethical Dilemmas (11 pages + 19 minutes)

   Chapter 10: Shaping Organizational Goals and Strategies (only pp. 227-232) (see e-Book through UW Library) (6 pages)


3) Fenn, Dan Jr. 2004. “Harvard Kennedy School Case # CR15-04-1745.0: Spilling the Beans in Owaho.” HKS “classic” case, licensed for distribution. (pp. 3-7) (see Canvas) (5 pages)
4/14 - Meeting #11

**Deliverables Due:**
- **Asynchronous (Wednesday):** none
- **Synchronous (Thursday):** Participation

a) Conceptual Toolkit: Managerial Leadership (48 pages)


   - Chapter 7: Focus on Our World (pp. 113-129) (17 pages)
   - Chapter 13: A Step-by-Step Guide to Creating Motivational Fit (pp. 210-224) (15 pages)


b) Practical Application: Handling Reorganization and Personnel (67 pages)

   - Chapter 5: Structuring Systems, Tasks, and Responsibilities (pp. 91-114) (see e-Book through UW Library) (24 pages)

4/21 – Meeting #12

Deliverables Due:
Asynchronous (Wednesday): Discussion Board (Best Practices for Presentations)
Synchronous (Thursday): Participation

a) Practical Application: Reporting Your Work (6 pages + 15 minutes + your own research)


4) YOUR OWN RESEARCH: best practices for presentations.

b) Practical Application: Team Preparations for Final Project
4/28 - Meeting #13

Deliverables Due:
   Asynchronous (Wednesday): None
   Synchronous (Thursday): Participation; Oral (Team) Presentations

a) Practical Application: Presentations of Team Projects

b) Practical Application: Presentations of Team Projects
5/5 - Meeting #14

**Deliverables Due:**
- Asynchronous (Wednesday): none
- Synchronous (Thursday): Participation; Oral (Team) Presentations

a) Practical Application: Presentations of Team Projects (as needed)

b) Course Wrap-Up (18 pages + 35 minutes)

      Chapter 12: Surviving and Thriving in Public Service (pp. 261-278) (see e-Book through UW Library) (18 pages)


* **** DUE WEDNESDAY, 5/11: Final Written (Team) Report **** *