

**University of Wisconsin-Madison
La Follette School of Public Affairs**

Fall 2011

PA 878: Public Management
Monday 1:20-3:15 pm; Office Hours TH 9:15-10:45 am (or by appointment)
Location: EDUCATION L159 (or as announced)

Instructor: Susan Webb Yackee, Ph.D.
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General Course Information

The main goals of this course are (1) to help you deepen your appreciation of the importance of public management in our democratic scheme of governance; (2) to enhance your ability to think analytically about problems of public management; and (3) to enhance your ability to make good arguments concerning how public management issues might be addressed. As a result of this course (combined with your own experience and skills), you should be able to recognize and define public management issues at all levels of government, to offer insightful analysis of public management issues that you encounter in practice, and to ask good questions, offer good suggestions, and make good arguments concerning how such issues might be addressed or solved.

We will move forward with three main units: Theory, Skill-Development, and Application of Theory and Skills. The course will be largely discussion based. There will be some short lectures, presentations of supplemental readings, and highlights from today's public management news. We will often use case studies or popular books to guide our discussions.

Projects and Evaluation

Management Assignment. Group Paper, Group Presentation, and Peer/Self Evaluation. See appendix for details. A hard copy of the management assignment is due at my La Follette Office by 10 AM on December 16th. [Full Assignment=35%]

48 Hour Exercises. A characteristic of most public affairs jobs is the frequent need to respond very quickly to a request for advice, often on issues about which you have little specific knowledge. On the dates specified below, you will be given a short description of a hypothetical management problem. You will have ~48 hours to analyze and write a short decision memo recommending a course of action for a senior public manager. To prepare for this assignment, you should read the document listed below. Additional information will be provided in class. [Exercise 1=20%, Exercise 2=20%.]

**Weimer – Short Essay on Policy and Management Analysis (Yackee Will Hand Out)

Discussion Leader. To facilitate discussion and learning, students will sign up to be discussion leaders. You should plan on your discussion session lasting approximately 20 minutes. You will

coordinate your work with partners. Sign up is by lottery as discussed in class. [Discussion Leader and Memo=15%]

The first 15 minutes of your talk should present an overview of the supplementary readings assigned on a given day. As a general matter, focus on the overall content and conclusions within the articles instead of the critiquing the specific methodologies employed. Many of your classmates will not have read the supplementary readings; thus, it is your job to provide the key management concepts from these readings. You should use PowerPoint. You should also create a one-page, one-sided memo on each of the supplementary readings, which you and your classmates will use as a reference sheet when completing the Management Assignment and 48 Hour Exercises. Make sure to include the full reference for the article on the memo. An average treatment will stick to the materials within the supplementary readings and provide a clear and concise summary for the class. A good presentation will integrate numerous class concepts in a seamless way into the presentation. A great treatment will do all of the above in an *outstanding* fashion and will perform additional research on the topic, which is also integrated into the presentation and memo. The remaining time should be reserved for class Q&A, which your team should encourage.

Participation and Other Assignments. All seminars live and die by the quality of discussion. Student participation is necessary to make this seminar a lively and engaging educational experience. Thus, I expect noteworthy discussion and participation from all students within each class meeting. Note that I frequently “cold call” on students. Thus, every student must come to class ready to participate everyday.

There will be a variety of “other assignments/exercises” due throughout the semester, as well. Some – but not all of the time – these assignments will be collected and credit will be provided to students who have completed the assignment. Students absent from class cannot, by definition, participate in the class discussion and cannot turn in assignments. Please do not contact me to turn in an exercise when you have a planned absence; these will not be accepted.

[Participation/Assignments=10%]

Grading

Letter Grade Equivalents		Grading Standard	
A	95	>=94	A
AB	90	89-93	AB
B	85	84-88	B
BC	80	79-83	BC
C	75	74-78	C
CD	70	69-73	CD
D	65	64-68	D
DF	60	59-63	DF
F	50	<=58	F
No Credit	0		

Other Course Information

Expectations for Academic Integrity

I expect a full adherence to UW’s code of academic integrity. I also expect that you will acknowledge all ideas that are not your own through proper citation. Please put all direct quotes in quotations or provide some clear form of acknowledgment. Any accepted format for citation may

be used as long as it is used consistently. You may want to follow the style format of a major academic journal, such as the *American Political Science Review*. There is to be no cheating in this course – be it via plagiarism or some other form of falsification. I may run all student papers through the software that checks for academic violations. Students who do not adhere to the highest levels of integrity may receive zero credit on assignment or exam, fail the course, or suffer some other consequence, depending on the action.

Other Expectations

I expect that you will not show up late to class consistently. I expect that you will treat your fellow classmates and me with respect and dignity.

Disabilities

People with disabilities will be fully included in this course. Please inform me if you need any special accommodations in the curriculum, instruction, or assessments of this course to enable you to participate fully. Confidentiality of the shared information will be strictly maintained. Certain accommodations may require the assistance of the UW's McBurney Disability Office - <http://www.mcburney.wisc.edu/>

Email

I will return emails from students within three business days. Do not email shortly before a class, presentation, or exam with the expectation that I will be able to respond immediately to your concern. All class email communication will be through the class (DoIT) email and class list serves.

Late Assignments and Make Up Policy

All assignments that are not provided to me at the beginning of class (or when I request them in class) will be reduced by 20% automatically. Assignments will then be deducted by another letter grade for each additional day late (beginning at 8 AM the next day). I do not accept late assignments in my mailbox or under my door. Also, I do not accept assignments via email unless otherwise indicated by me. Late presentations (or other assignments) due to illness will be handled on a case-by-case basis and may also result in deductions. Make up assignments are at my discretion and may not match the assignment provided in class.

Readings. There is a strong expectation that all assigned readings will be completed in a timely fashion and that enough time will have been spent to properly consider the text assigned. This is a graduate course, and thus, my expectations are that all students will come to class prepared.

1. Hill, Carolyn J. and Laurence E. Lynn Jr. 2008. Public Management: A Three-Dimensional Approach. Washington DC: CQ Press. Select chapters available purchase at: <http://store.vitalsource.com/show/978-1-60871-864-1>
2. Dresang, Dennis L. 2012. The Public Administration Workbook. 7th Edition. New York: Longman Press. Select chapters available for purchase at the UW-Madison book store.
3. Giuliani, Rudolph. 2005. Leadership. New York: Miramax Books. Find on-line.
4. The KSCS case studies are available for purchase at: <http://www.ksgcase.harvard.edu/>. Locate the appropriate case, pay the small fee, and download the information.

Other readings can be found on-line within the UW-Madison Library's on-line collection or from the free service the Electronic Hallway (<http://hallway.evans.washington.edu/>).

Susan Yackee

Schedule of Activities

Monday Sept. 12

Course Introduction

In-Class

- Review Syllabus
- Lottery sign up for Discussion Leaders
- Sign up for Management Assignment Teams

Unit 1: Theory

Monday Sept. 19

What is Public Management?

Read

- Hill and Lynn Chap. 1
- Kettl, Donald F. 2000. "The Transformation of Governance: Globalization, Devolution, and the Role of Government." *Public Administration Review*. 60: 488-497.
- Ingraham, Patricia and Barbara Romzek. 2000. "Cross Pressures of Accountability: Initiative, Command, and Failure in the Ron Brown Plane Crash." *Public Administration Review*, 60: 240-253.

Additional Reading

- Weimer, David. Short Essay on Policy and Management Analysis.

Monday Sept. 26

The Structural Dimension

Discussion Leaders: _____

Read/Complete/Listen

- Hill and Lynn Chap. 5
- Dresang – Designing Organizations and Exercise
- Listen to "Nummi", *This American Life*, Episode 403. Full. You should be able to stream the audio for free:
<http://www.thisamericanlife.org/radio-archives/episode/403/nummi>

Supplemental Readings

Structural Implications

- Hammond, Thomas H. 1986. "Agenda Control, Organizational Structure, and Bureaucratic Politics," *American Journal of Political Science* 30: 379-420.
- Moynihan, Donald P. and Pamela Herd. 2010. "Red Tape and Democracy: How Rules Affect Citizenship Rights." *American Review of Public Administration* 40(6): 654-670.

Monday Oct. 3

The Cultural Dimension

-Discussion Leaders:_____

Read/Listen/Complete

-Hill and Lynn Chap. 6

-Dresang – Administrative Ethics and Exercise

-Listen to “Two Steps Back”, *This American Life*, Episode 275. Full. You should be able to stream the audio for free:

http://www.thislife.org/Radio_Episode.aspx?sched=275

-Perry, James L. and Lois R. Wise. 1990. The Motivational Bases of Public Service. *Public Administration Review*. 50: 367-373.

Supplemental Readings

Public Service Motivation

-Perry, James, Debra Mesch and Laurie Paarlberg. 2006. “Motivating Employees in a New Governance Era: The Performance Paradigm Revisited.” *Public Administration Review*. 66(4): 89-122.

-Perry, James L., Annie Hondeghem and Lois Recasino Wise. 2010. Revisiting the Motivational Bases of Public Service: Twenty Years of Research and an Agenda for the Future. *Public Administration Review* 70(5): 681-690.

Monday Oct. 10

The Craft Dimension

-Discussion Leaders:_____

Read/Listen/Complete

-Hill and Lynn Chap. 7

- Sontag, Deborah. 2001. “Who Brought Bernadette Healy Down?” *New York Times*.

-Listen to the “Prologue” [or first ~14 minutes...but not Acts 1-3] of *This American Life* episode. These first 14 minutes of the show deal with group dynamics. The full show aired on 12/19/08, and is called “Ruining it for the Rest of Us.” You should be able to stream the audio for free:

http://www.thislife.org/Radio_Episode.aspx?sched=1275

-Shalala Donna. 1998. “Are Large Public Organizations Manageable?” *Public Administration Review* 58(4): 284-289.

Supplemental Readings

Public Sector Leadership

-Meindl, James R., Sanford Ehrlich, and Janet Dukerich. 1985. “The Romance of Leadership.” *Administrative Science Quarterly*. 30: 78-102.

-Kaufman, Herbert. 1981. “The Confines of Leadership,” in *The Administrative Behavior of Federal Bureau Chiefs*. Washington, DC: The Brookings Institution, pp. 91-138.

[~Friday Oct. 14]

48 Hour Exercise 1: Distributed by SY.

[~Monday Oct 17]

48 Hour Exercise 1: Hard copy due in class. Follow instructions.

Unit 2: Skill-Development

Monday Oct. 17

Networking and Political Negotiations

-Discussion Leaders:_____

In-Class

Simulation (Yackee will hand-out info)

Supplemental Readings

Networks and Collaboration

-Milward, H. Brinton and Keith Provan. 2006. A Manager's Guide to Choosing and Using Collaborative Networks. IBM Center for the Business of Government.

-Donald F. Kettl. 2006. Managing Boundaries in American Administration: The Collaboration Imperative. *Public Administration Review*. 66: 10-19.

Monday Oct. 24

Public Budgeting

Read/Complete

-KSCS Business Process Transformation at CIA (A & B)

-City Budgeting Exercise (Complete and Bring to Class)

Monday Oct. 31

Management Strategies and Contracting

-Discussion Leaders:_____

In-Class

-Students Teams Oral Report on Organization for Final Assignment

-Lottery sign up for Management Assignment Presentation Date

Read/Complete

-Dresang – Process Management and Exercise; Project Management (no Exercise); Contract Management (no Exercise).

-Jeffrey L. Brudney, Sergio Fernandez, Jay Eungha Ryu, and Deil S. Wright. 2005. "Exploring and Explaining Contracting Out: Patterns Among the American States. *Journal of Public Administration Research and Theory*. 15: 393-419.

-IMB Center for the Business of Government. 2011. "The Seven Management Imperatives." Pages 1-42.

Supplemental Readings

Contracting and Non-Profit Management

-David M. Van Slyke & Christine H. Roch. 2004. What Do They Know, and Whom Do They Hold Accountable? Citizens in the Government-Nonprofit Contracting Relationship. *Journal of Public Administration Research and Theory*. 14: 191-209

-Van Slyke, David M. 2007. "Agents or Stewards: Using Theory to Understand the Government-Nonprofit Social Service Contracting Relationship." *Journal of Public Administration Research and Theory*. 17: 157 - 187.

Monday Nov. 7

Organizational Change, Learning, and Personnel Issues

-Discussion Leaders: _____

In-Class

Short Oral Status Report on Management Assignment

Read/Complete

-March, James G., and Johan P. Olsen. 1983. "Organizing Political Life: What Administrative Reform Tells Us about Government." *American Political Science Review* 77(2): 281-96.

-Fernandez, Sergio and Hal G. Rainey. 2006. "Managing Successful Organizational Change in the Public Sector." *Public Administration Review*. March/April, 168-176.

-Dresang – Human Resource Management, Job Analysis and the Job Description (no Exercise)

Supplemental Readings

Learning and Reforms

-Durant, Robert. 2008. "Sharpening a Knife Cleverly: Organizational Change, Policy Paradox, and the "Weaponizing" of Administrative Reforms." *Public Administration Review* 68(2): 282-294.

-Moynihan, Donald P. and Noel Landuyt. 2009. "How do Public Organizations Learn? Bridging Structural and Cultural Divides." *Public Administration Review*. 69(6): 1097-1105.

Monday Nov. 14

Performance Management and Incentives

-Discussion Leaders: _____

Read/Watch

-Moynihan, Donald. *Performance Based Bureaucracy*, Oxford Handbook of Bureaucracy

-Weibel, Antoinette, Katja Rost and Margit Osterloh. 2010. Pay for Performance in the Public Sector—Benefits and (Hidden) Costs. *Journal of Public Administration Research and Theory* 20(2): 387-412.

-For basic lessons on incentives by Dan Pink, watch:
http://www.youtube.com/watch?v=u6XAPnuFjJc&feature=player_embedded

Supplemental Readings

-Heinrich, Carolyn J. "False or Fitting Recognition? The Use of High Performance Bonuses in Motivating Organizational Achievements." *Journal of Policy Analysis and Management*. 26: 281-304

-Moynihan, Donald P. and Sanjay K. Pandey. 2010. "The Big Question for Performance Management: Why do Managers Use Performance Information?" *Journal of Public Administration Research and Theory* 20(4): 849-866.

[~Friday Nov. 18]

48 Hour Exercise 2: Distributed by SY.

[~Monday Nov. 21]

48 Hour Exercise 2: Hard copy due in class. Follow instructions.

Unit 3: Application of Theory and Skills

Monday Nov. 21

Public Management Panel of Speakers

Monday Nov. 28

Public Management Case Study

Read

Giuliani's Leadership, All

Monday Dec. 5

Student Presentations

Monday Dec. 12

Student Presentations

[Friday Dec. 16]

Management Assignment Due – Due at 10 AM.

Dr. Susan Yackee
PA 878

Appendix 1: Guidelines for Management Assignment

The Management Assignment consists of a group report, presentation, and peer evaluation. Each of the components is discussed below. Think of yourselves as a team of private consultants brought in to provide a frank assessment of an organization.

The assignment will be completed in teams of students. You may form your own teams, or I will assign you to teams. Sign-up will be guided by the course syllabus. I'll note here that all team participants are expected to participate in an approximately equal basis. This includes the research and writing for the report and in the oral presentation. Being in a group involves some additional coordination costs, but it has benefits – you can divide up and peer review each other work, and generally results in a more thoughtful analysis. The groups are expected to be self-managed, but I will ask all group members at the end of the semester to confidentially assess one another. Anyone regarded as shirking their responsibilities will be scored a grade level lower on the project than other members. It is therefore in your interests to create a team environment characterized by civility, mutual respect, fair allocation of effort, clear goals and deadlines, and follow-through. A good start would be to create a set time where you will meet every week to discuss the project.

Your team may study any willing public or non-profit organization (a non-UW organization). You must be able to gather all of the necessary information regarding the organization to fulfill this assignment. Each of your team members must personally visit the organization at least one time during the course of the semester to collect the necessary information. Your visit (or ideally two or three visits) is a required part of the assignment. Your team is responsible for identifying the agency for the study. I strongly encourage your team against studying organizations for which you currently work or have worked for in the past.

One requirement of this assignment is a full and frank assessment of the organization. Given that this is a student assignment (and not a true consultative document asked for by the organization), your analysis will ***not*** be shared with the participating organization. Your team should be clear about this caveat from the start. Thus, sharing any version of the Management Assignment with your organization or any individuals beyond our class is against course and University stipulations. That said, there are still important advantages for your organization and you should encourage their participation. In particular, your organization—by simply answering your questions and thinking through the management implications of their actions—may be spurred to think about these critical issues. You should make this advantage clear when recruiting your participant.

Report

The purpose of the Management Plan is to discuss what you would do if you were appointed to head the public agency or nonprofit organization that you have selected for this assignment. The pedagogical intent is to provide an opportunity for you to integrate and synthesize much of the material that we have covered during the semester.

Your reports should draw on your readings from class. I am looking for your team to *apply* the theoretical concepts discussed in class and in found in the class readings to your organization. You should cite the concepts in your paper, as you discuss them.

Thus, an average treatment will stick to the materials and provide a clear and concise summary. A good treatment will integrate numerous class concepts in a seamless way into the presentation. A great treatment will do all of the above in an *outstanding* fashion and will perform additional research on the topic, which is also integrated into the presentation and paper.

The appearance of your team report is also important. Please ensure that the formatting of the report is completed in a professional manner, which is consistent and pleasing throughout the document. The paper should be 20 or so double-spaced pages in length, including a cover page. There should be no spelling or typographical errors. The cover page should have the team member's names and email addresses and your organization's name and address. The title page should also include a single-spaced, 150-word "Executive Summary" of your report. Great care should be given to ensure a clear, concise, and information-rich "Executive Summary." Here's a template:

Provide an overview of the organization:

- I. Describe the organization
 - a. Basic characteristics
 - i. Structure
 - ii. Craft

- iii. Culture
 - b. Size and nature of workforce
 - c. Size of budget and source of funds
 - d. Use of contracting
 - e. Organizational culture
 - f. Performance indicators
 - g. Political environment and accountability mechanisms
 - h. Implementation and success of past reform efforts
 - II. Describe *and* provide an analysis of three of the organization's key challenges and constraints
 - III. Your goals
- In this section, **imagine that you (or one of your team members) have been appointed to lead this organization.** You take office tomorrow. In doing so, describe what you will do to achieve your long and short-term goals. Make sure to discuss how your strategy mitigates the organization's challenges and/or constraints and what major changes or re-structure, if any, would be necessary. How might this organization react your to your change management approach?
- IV. Your strategy for goal implementation given this organization

Presentation

Each group will present a synopsis of the report to the class. These presentations must be well organized in order to highlight the key issue and findings of the written report. The presentation will be graded based on content, communication skills, and style (professionalism and organization). Each presentation should take approximately 20 minutes with 10 minutes for class discussion (the exact amount of time will be discussed in class). You should plan to use PowerPoint for the presentations. Professional dress is appropriate. Please practice and time your presentations ahead of time!

Peer and Self Evaluation

After you have completed your presentation, you will receive a peer and self evaluation form. On this form you will rate yourself and group members on a scale. The peer evaluation score for each individual will be averaged based upon the peer evaluation forms from all group members. The instructor will not reveal the names associated with ratings.

Guide to Interviewing for Course Paper

To complete your managerial plan you will necessarily have to interview individuals at the organization. Your interviews with organizational officials will gather information on current and past organizational practice, policies, and procedures. These interviews will not seek opinion or private information. Here are some helpful hints:

1. Start by introducing yourself. Explain who you are, what class this is for and what the project involves. Example: "I am a graduate student studying public management issues. For one of my classes I am writing a paper on workforce communication in prisons."

2. Explain why they are being interviewed and the distribution of their comments. Example: "I want to interview you because you have experience managing a prison. Your comments will be used only for a class paper and will not be used or quoted outside of a classroom setting." It is helpful if you have the name of someone they know who suggested you contact them. You should never do anything that violates the trust of an interviewee.
3. If you are taping their remarks seek their permission. Bear in mind that interviewees tend to more reticent if a tape recorder is running. If you are not taping the interviewee keep careful notes. Use key words or phrases to get the general flow of conversation. Immediately upon finishing the interview write up your notes. You will be surprised how much additional information will come back to you. The longer you wait to write your interview notes, the less you will retain.
4. Have a list of questions written up in advance. For most research situations your interviewing style will be semi-structured. This means you have some specific topics you want to cover, but that you are not administering a survey of standard questions. If the interviewee says something intriguing, you have the free
5. Try to know your questions so you do not have to read them out, but rely on your list of questions only if you lose your train of thought. The more the interview feels like a conversation, the better the exchange of information.
6. Ask questions your interviewee can answer. Do not talk about theory and do not use academic language. Figure out the simplest and shortest language needed to ask the question. If you have long or verbose questions you will alienate the interviewee, and reduce their time and ability to respond. The hard part of writing interview questions is to translate complex theoretical ideas to simple questions.
7. Do not have too many questions that you feel compelled to cover. A handful of broad questions can suffice for a very long interview, as long as you are ready with appropriate probes or follow-ups. Example "how might communication be improved in this organization?" can elicit lots of information about a) what problems the interviewee perceives and b) possible solutions. You should be ready to ask follow-up questions that delve their responses. Be ready to be flexible and pursue the insights the interviewee is giving you even if it is not what you expected, as long as it is consistent with the general topic you are trying to answer.
8. Try to make your questions, specially your follow-up questions, very grounded and very specific. For instance "How did the Governor react to that decision?" is better than "How did your environment react to that decision?" If you ask abstract questions you will tend to get more abstract answers. If you force interviewees to think about their daily activities as they answer questions, it is more likely they will give an accurate response. There are two ways to make this happen. First, when an interviewee makes a general point, always seek examples. Second, ask lots of other types of "probes" or follow-up question, e.g. "why do you think that happened?" "who benefits most from new reforms" "what do you think are the problems with the policy" "how does this problem impact your job?"
9. An interview should start gently. A good opening is to ask the interviewee how they came to their current position, to give a short bio, or to describe their daily activities.
10. Try to find the least offensive way of asking a question. For instance, instead of saying "What are the major problems with the organization?" ask "what aspects of the organization do you think could be improved in the future?" A general rule of thumb for surveys or interviews is to hold the more contentious questions toward the end.
11. If you want to get more interviewees, you might ask your interviewee if they could name a couple of people that they think would be well-placed to answer the questions that you have.