Managing Public Organizations, PPM 810
John Glenn School of Public Affairs
COURSE SYLLABUS
Winter 2010
T R 12:30-1:48; 4:00-5:18

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COURSE DESCRIPTION

This course provides an introduction to public management- managing public organizations and managing the public aspects of nonprofit and private sector organizations. In this course, we will examine the context, processes and structure of "public" organizations, and introduce strategies to diagnose complex situations and enhance organizational performance. We will examine how general management decisions may contribute to the creation and capture of "public" value. We will focus on traditional public sector organizations, government funded bureaus and agencies that deliver public services directly to citizens, but will also consider other organizations that operate in the public sector (e.g. nonprofits, private firms under contract).

We will begin the course by examining the backbone of public management- **organizations**- and ways to describe and evaluate the publicness of organizations. We will pull from organizational theory and practice to distill the core similarities and differences between organizations operating publicly, and those operating privately. We will then evaluate the **context of organizations** in depth, paying careful attention to identifying how different environmental factors constrain and enhance the ability of managers to deliver goods and services to citizens. All organizations operate in multi-layered environments, but public sector organizations are perhaps unique in the complexity of their environmental circumstances. After looking externally, we will then turn internally to examine **core organizational processes**, paying particular attention to those designed to increase accountability and manage and measure performance. We will examine several approaches to performance measurement, and consider reform efforts to increase the accountability of public organizations. The final third of the course will investigate the **structure of organizations** and how the structure of organizations facilitates and or/impedes the ability of organizations to provide for public outcomes, and the varying success of structural reforms (such as decentralization, customer-driven service delivery, and contracting/ outsourcing).

This course involves a mix of readings, case analyses, lectures, discussions, and out-of-class assignments. The readings include selected textbook chapters on organizational theory and practice in public settings, and applied pieces on how to employ various management techniques. The lectures and discussions are designed to elaborate on and extend key points in the conceptual material, and clarify steps described in the applied material. The assignments are designed to provide you with an opportunity to think critically about managing organizations in a public context, and to give you experience with basic management tools (i.e. stakeholder identification and performance measurement strategies).

While the course is required for students in both the MPA and MA programs in the John Glenn School of Public Affairs, it is intended to appeal to students with a broad array of experience and interests in the management of public sector organizations. As such, the course may appeal to students interested in managing organizations that deliver goods and services in a variety of sectors (e.g. the arts, health services, environmental services, science and technology).

REQUIRED TEXTS

There are two required texts for this course. All students should purchase the following:

Gortner, Harold, Kenneth Nichols and Carolyn Ball. 2007. *Organization Theory: A Public and Nonprofit Perspective.* Third Edition. Thomson Wadsworth Publishing.

In addition to the primary required text, students will be expected to read a contemporary private management book during the quarter. Information on this book will be provided during the first week of class.

GRADING AND COURSE REQUIREMENTS

The requirements for this course consist of class contribution and three related out-of-class assignments. For the out-of-class assignments, early in the quarter (January 12) you will identify a public sector organization of interest to you. This organization does not necessarily have to be a traditional public agency, department or bureau, but can instead be a nonprofit organization or a private firm, so long as you can make the case for its "publicness". You will examine this organization in detail over the course of the quarter. Specifically, you will: identify the organization's key stakeholders and their preferences; construct relevant performance measures by which the organization should be held accountable; and critique a contemporary "private" management book from the perspective of your organization and public management more broadly. Each of the course requirements, and their contribution to your final grade, is discussed in detail below.

Class Discussion:	20%
Stakeholder Analysis Assignment:	25%
Performance Measurement Assignment:	25%
Book Critique Assignment	
Oral Presentation and One-Page Book Summary	10%
Written Final Book Critique (Final Exam)	20%

Transformation of numerical grade to a letter grade will be according to the schedule below:

A	93-100	B+	87-89.9	C+	77-79.9	D+	67-69.9
A-	90-92.9	B	83-86.9	C	73-76.9	D	60-66.9
		B-	80-82.9	C-	70-72.9	E	< 60

Class Discussion

Class discussion is one of the best and most reliable ways that you can demonstrate your understanding of the ideas and models presented in class, as well as your ability to apply them to real public sector situations. While trite, what you take away from this course will be a direct function of the effort you put forth inside and outside of class. For this course, class discussion will comprise 20% of your final grade. While voluntary contribution is preferred, you can expect that you may be called upon at any time, whether to open class discussion with a summary of the key issues covered in the readings or to answer a specific question. For each class session, there will be a list of questions that help to identify the issues underlying the assigned readings. You and your colleagues may be called upon to answer these questions. After each class, the instructor will take notes on students' contributions to the class session. Full discussion points will be awarded to students who participate **effectively** in class discussions at least once per week (every other class session).

Effective class contribution entails providing good answers to questions. Good answers to questions indicate that you are actively listening to others and are providing comments relevant to the ongoing discussion. Effective comments add to our understanding of the underlying conceptual material, challenge and clarify the ideas expressed by others, integrate material from past classes or other courses, and show evidence of analysis rather than mere opinion or "gut feeling". Effective responses demonstrate that you have thought deeply about the material and can develop creative and innovative insights through this analytic effort. Effective answers to questions can be the basis of class discussion for 15 minutes or more. Effective class contribution does not entail faking answers, monopolizing "air time", ignoring the contributions of others, or repeating facts or statements from the readings without analysis.

Case Studies

A special type of class discussion takes place through assigned case studies. The class relies heavily on cases to provide insight into real-world challenges faced by managers in the public sector. The cases presented generally contain background information on the objective of the activity, the people involved, and a series of events and administrative difficulties that confront the manager. The problem may or may not be clearly defined. Frequently a significant part of your job will be to determine and define the management problem. The aim of the case is to present the facts that were known or available to parties in the case situation and which formed the basis for their analysis and decision. The decision is sometimes described in the case, other times not. If a decision is indicated in the case, the discussion often focuses upon an analysis of the validity of the decision. In order for the in-class discussion to be effective, you must carefully prepare before class and actively participate during class. The well-prepared student comes to class with a written outline identifying the primary challenge facing the case protagonist(s), a critical assessment of the situation, and a persuasive argument supporting a recommended course of action. A persuasive argument implies having completed the appropriate analytical and qualitative analyses necessary to support a recommendation. Having a written outline is important because it forces you to draw together various aspects of the case and to synthesize a distinct position on each of the discussion questions. Moreover, the process of writing one's response to these questions imposes a level of specificity and clarity to one's analysis that may otherwise be absent. A written outline also provides a foundation for concise, thorough, and specific comments that improve everyone's learning experience.

In class, you should be ready to communicate your responses to the assigned reading or case questions and to defend your analysis against the criticism of other members of the class. Although the discussion may lead to a decision accepted by a majority of the class members, the discussion is not necessarily intended to culminate in any one approved solution. Typically, students will relate the readings and/or case to problems they have encountered in their own experience. The student's view of the case may be prejudiced by their experience. Thus, in the discussion itself, the individual participant may find that the opinions of other members of the group differ sharply from their own. This interaction of presenting and defending conflicting points of view causes individual students to reconsider the view they had of the case before the discussion commenced, develop a clearer perception of the problems, recognition of the many and often conflicting interpretations of facts and events, and a greater awareness of the complexities within which management decisions are reached.

Course Assignments:

Each of the three out of class assignments require that you provide an analysis from the perspective of a focal organization. Early in the quarter you will select a public organization (government, nonprofit or private firm) that is of interest to you. **By January 12, you should post to Carmen the organization you have elected to analyze over the course of the quarter, along with a short paragraph explaining why this organization is worthy of analysis** (e.g. delivers critical public services to citizens, consumes significant public resources, you'd like to work there, you already work there). By January 19, I will respond **through Carmen** to either confirm your choice, contact you for further clarification about the worthiness of the organization, or set-up a meeting with you to discuss an alternative organization.

In addition to the quality of your analysis and the conciseness of your presentation, your assignments will be evaluated on the thoroughness of your research. In the internet age you have access to a wide variety of sources of information on various organizations. Consequently, expectations are high that you will not simply rely on three or four sources for your analysis. You should consider a variety of sources for your analysis, including, but not limited to:

- Authorizing legislation or other relevant legal documents (e.g. contracts);
- Material published by the organization;
- Evaluations conducted by oversight organizations (e.g. legislative oversight committees, public ombudsmen, inspector general reports, Government Accountability Office or its state/local equivalent, Office of Management and Budget or its state/local equivalent);
- Reports in periodicals;
- Primary or secondary interviews; and
- Blogs.

Cite all sources and be consistent in the method by which you cite (e.g. footnotes, endnotes, APA style). A list of references does not count against the six page threshold. Include your name and page number in the header or footer of each page.

Stakeholder Analysis Assignment

For the Stakeholder Analysis Assignment, you will identify and categorize organizational stakeholders (e.g. clients and service recipients, legislators, regulators, competitors). Identification of the stakeholders will likely be relatively straightforward – stakeholders are any organization, individual or group who are either impacted by or impact the organization. The more challenging activity will be to categorize stakeholders based on the *degree* to which they impact or are impacted by the organization. Some stakeholders are more important than others. Your task will be to sort through the list of stakeholders you have identified and determine which are more important than the others (and provide explanations as to why). In class, we will examine a particular framework for categorizing stakeholders in order to assist you in this process.

In addition to identifying and categorizing stakeholders, you will also be expected to identify the preferences or expectations that key stakeholders have for the organization you have selected. Here you will identify what it is that key stakeholders want from your organization (e.g. higher performance, resources) and what criteria these key stakeholders use to judge the organization's performance (e.g. efficiency, effectiveness, equality). We will also discuss these elements in class.

At the beginning of your assignment, please include a brief organizational background and overview, mirroring the elements to be included in the organizational background and overview section of the other assignments.

Your Stakeholder Analysis assignment should be no longer than four pages, single-spaced, 12-point font, 1-inch margins. For each requirement you violate, the instructor will reduce your final grade by one-third (A- to B+). **Your Stakeholder Analysis assignment is due as a MS Word attachment, posted to Carmen in the appropriate folder, by the start of class for which you are enrolled (i.e. 12:30 or 4:00) on February 2.** This assignment represents 25% of your final grade.

Cite all sources and be consistent in the method by which you cite (e.g. footnotes, endnotes, APA style). A list of references does not count against the four page threshold. Include your name and page number in the header or footer of each page.

We will discuss this assignment in more detail on January 14.

Performance Measurement Assignment:

For the performance measurement assignment, you will identify a variety of performance measures for your organization. Most public sector organizations deliver multiple goods and services, and consist of multiple subunits. Rather than focus on one component program, your task here is to identify aggregate performance measures for the organization as a whole. This will mean making a judgment about what the organization should be held to account for and by whom. The answer to these questions should be shaped by your stakeholder assignment. Excellent assignments will explicitly link the performance measures to the preferences/demands of key stakeholders. You will be expected to identify organizational outputs (i.e. measures of what the organization produces) and outcomes (i.e. measures of what results from what the organization produces). In terms of the quantity of output and outcome measures you are to produce, there is not an expected set number. Again, you must balance comprehensiveness (attending to the array of stakeholder demands and programs/services delivered) versus conciseness.

Your performance measurement assignment should be no longer than four pages, single-spaced, 12-point font, 1-inch margins. For each requirement you violate, the instructor will reduce your final grade by one-third (A- to B+). **Your performance measurement assignment is due as a MS Word attachment, posted to Carmen in the appropriate folder, by the start of class for which you are enrolled (i.e. 12:30 or 4:00) on February 23.** This assignment represents 25% of your final grade.

Cite all sources and be consistent in the method by which you cite (e.g. footnotes, endnotes, APA style). A list of references does not count against the four page threshold. Include your name and page number in the header or footer of each page.

We will discuss this assignment in more detail on February 4.

<u>Book Critique Assignment</u>

In addition to selecting a focal organization for your course assignments, you will also read a contemporary private management book to critique throughout the quarter, through both oral and written analyses. Specifically, students will be assigned to one of 10 "best seller" private management books at the beginning of the quarter. Students will be expected to read through their book during the first half of the quarter, and will discuss their reactions to the book, as it pertains to public management and material discussed in class, with other members of their group also assigned to the book (through set aside time periodically in class). During the second half of the quarter, student groups will present a brief summary and critique of their book on the date assigned in the syllabus. Each group member will be expected to participate in the presentation in some way, and each member will turn in a one-page summary of the book (comprising 10 percent of the final course grade). The majority of the assignment consists of a final written critique of the book (due during finals week at the end of the quarter), that assesses the applicability of the book to their selected focal organization and public management contexts generally. In particular, the critique will follow the outline for the course, evaluating the contextual, procedural and structural implications of the book's recommendations for public management, with examples from the respective focal organization. Students will be expected to integrate course readings into their critique (with appropriate citations) **This book critique serves as the final "take home" exam for the course.**

Your written book critique assignment should be no longer than four pages, single-spaced, 12-point font, 1-inch margins. For each requirement you violate, the instructor will reduce your final grade by one-third (A- to B+). **Your final book critique assignment is due as a MS Word attachment, posted to Carmen in the appropriate folder, by the start of class for which you are enrolled (i.e. 12:30 or 4:00) on the date of the**

scheduled Final Exam. The final written portion of the assignment represents 20% of your final grade.

Cite all sources and be consistent in the method by which you cite (e.g. footnotes, endnotes, APA style). A list of references does not count against the four page threshold. Include your name and page number in the header or footer of each page.

We will discuss this assignment in more detail on January 12 and March 9.

COURSE POLICIES

Academic and personal misconduct are defined and dealt with according to the procedures in the Code of Student Conduct (http://studentaffairs.osu.edu/resource_csc.asp). Your work should be original. Excessive quotation and paraphrasing of other's work with or without citation will not be accepted.

If you cannot deliver an assignment through Carmen, you are responsible for submitting assigned material to me through some other means (Page Hall 110B, fax 292-2548 or email a Microsoft Word attachment to moulton.23@osu.edu. Informing me of your intention to be absent does not waive your obligation to submit assigned work. **Late work will be accepted with a one-third-letter grade penalty each day that it is late (A- to B+).**

Grade Appeals

Grades on assignments are intended to reflect the overall quality of performance of the student. You may appeal your grade on an assignment if you think the grade does not reflect the quality of your performance on the assignment. To appeal a grade, submit a clear written explanation describing why you believe the assigned grade is inappropriate within one week after your work is returned. I will carefully consider all such appeals. I will not re-grade an individual component of an assignment; instead I will re-grade the entire assignment. As a result, the final grade for the re-graded assignment may be greater than, less than, or equal to the original grade.

SUPPLEMENTAL COURSE READING MATERIAL

All of the supplemental readings are available on-line through the Carmen site established for this course.

ASSIGNMENT CALENDAR

January 12	Book Critique Assignments Discussed
January 12	**Post Organization Preferences to Carmen**
January 19	Public Sector Organization Approved + Stakeholder Analysis Assignment Discussed
February 2	**Stakeholder Analysis Assignment Due**
February 4	Performance Measurement Assignment Discussed
February 23	**Performance Measurement Assignment Due**
March 9	Book Critique "Take Home Final" Discussed in Depth
March 18	**Book Critique Final Due**

BOOK GROUP CALENDAR*

February 9	**Group 1:** *Built to Last: Successful Habits of Visionary Companies*, Jim Collins (Harper Business, 2004)
February 11	**Group 2:** *The Balanced Scorecard: Translating Strategy into Action*, Robert S. Kaplan and David P. Norton (Harvard Business School Press, 1996)
February 16	**Group 3:** *The Future Arrived Yesterday: The Rise of the Protean Corporation and What It Means to You*, Michael S. Malone (Crown Business, 2009)
February 18	**Group 4:** *The Starfish and the Spider: the Unstoppable Power of Leaderless Organizations*, Ori Brafman and Rod A. Beckstrom (Penguin, 2006)
February 23	**Group 5:** *Multisourcing: Moving Beyond Outsourcing to Achieve Growth and Agility*, Linda Cohen and Allie Young (Harvard Business School Press, 2006)
February 25	**Group 6:** *Reengineering the Corporation: A Manifesto for Business Revolution*, Michael Hammer and James Champy (Harper Paperbacks, 2003)
March 2	**Group 7:** *The Art of the Long View: Planning for the Future in an Uncertain World, Peter Schwartz (Currency Doubleday, 1991)*
March 4	**Group 8:** *The One to One Future: Building Relationships One Customer at a Time*, Don Peppers and Martha Rogers (Currency Doubleday, 1993)
March 9	**Group 9:** *First Break All the Rules: What the World's Greatest Managers Do Differently*, Marcus Buckingham & Curt Coffman (Simon and Schuster, 1999)
March 11	**Group 10:** *Making Things Work: Solving Complex Problems in a Complex World*, Yaneer Bar-Yam (NECSI, 2004)

*Students in the assigned group should be prepared to provide a 10 minute GROUP presentation of their book in class on the date indicated, and INDIVIDUALLY post a 1-page summary of their book to Carmen prior to the assigned class session.

COURSE CALENDAR

*Required readings are designated with an asterisk. All other readings are supplemental, and are not required. Readings are to be read prior to the class session for which they are listed.

The Context of Public Management

Week 1
January 5 Course Overview

Lynn, Lawrence. 2004. "What is Public Management," Management Matters 2(1): 1-4.

January 7 Introduction to Organizations

*Gortner et al. Chapter 1, pages 2-17

Study Questions:
1. Why are organizations important? What do they do that makes them important?
2. How can we understand organizations and organization behavior? Why is a framework important?
3. Why is studying organizations particularly important in a public context?

Week 2
January 12 Organizational Publicness
Book Group Assignments Provided in Class; Book Critique Discussed

*Gortner et al. Chapter 2, pages 20-51

Bozeman, Barry. 2004 (1987). "The Publicness Puzzle: How the Public Status of Organizations Affects their Behavior," in *All Organizations are Public: Comparing Public and Private Organizations* (Beard Books-Reprint), Chapter 1, pgs 1-14.

Study Questions:
1. What makes organizations public? Why should managers care about the "publicness" of their organization?
2. Nonprofit and public organizations share many similar characteristics. How are public and nonprofit organizations similar? How are they different? To what extent might a private for-profit firm be considered public?
3. What are important considerations for understanding and managing the publicness of organizations?

January 14 The Political and Cultural Environment
Stakeholder Analysis Assignment Reviewed in Depth

*John Bryson. 2003. "Resource A: Stakeholder Identification and Analysis Techniques," *Strategic Planning for Public and Nonprofit Organizations* (San Francisco: Jossey-Bass)

*Case: Managing a Press 'Feeding Frenzy': Gregory Coler and the Florida Department of Health and Rehabilitative Services

Hal Rainey. 2003. “Analyzing the Environment of Public Organizations” in *Understanding and Managing Public Organizations* (San Francisco: Jossey-Bass): 79-98.

Study Questions:

1. Generally speaking, are some kinds of stakeholders likely to be more important or exercise more influence over public sector organizations than others? If so, which ones?
2. What are the criteria by which public sector organizations are evaluated? Are some evaluative criteria dominant (i.e. they trump other evaluative criteria)?

3. Who are the key stakeholders in Coler’s environment and what are their preferences/demands? What alternative courses of action are available to Coler? Did he select the right one?

Week 3
January 19 The Administrative and Legal Environments
*The U.S. Constitution and Amendments

*James Q. Wilson. 1989. “Courts” and “Rules” in *Bureaucracy: What Government Agencies Do and Why They Do It* (New York: Basic Books): 277-294 & 333-345.

Study Questions

1. Administrative rules and other regulatory requirements are often negatively characterized as “red tape.” Should we deregulate the public sector?
2. What other accountability mechanisms exist beyond administrative rules and the courts? Are some accountability mechanisms more desirable than others? If so, which ones and on which grounds?

January 21 Case Study of Administrative and Legal Environments

Case: Missouri v. Jenkins
*Rosemary O’Leary and Charles Wise. 1991. “Public Managers, Judges and Legislators: Redefining the ‘New Partnership’,” *Public Administration Review* 51 (4): 316-327.

*Charles Wise and Rosemary O’Leary. 2003. “Breaking Up Is Hard To Do: The Dissolution of Judicial Supervision of Public Services,” *Public Administration Review* 63 (2): 177-191.

Study Questions

1. In the ongoing case of Missouri v. Jenkins, do the ends justify the means? Does righting the identified constitutional violation validate violating other constitutional provisions? Does it matter it matter if the likelihood of achieving the end is low?
2. What can public sector managers do to facilitate and stimulate court oversight and potentially take-over? What can public sector managers do to shield themselves from the influence of the courts?

The Processes of Public Management

Week 4
January 26 Shaping Public Organizations: Approaches

*Gortner et al. Chapter 3, pages 56-94

*James Q. Wilson. 1989. "Armies, Prisons and Schools" & "Organization Matters" in *Bureaucracy: What Government Agencies Do and Why They Do It* (New York: Basic Books): 3-28.

Study Questions:

1. There is much focus on reforming public organizations to be more efficient and effective. What other factors must be included in a discussion of efficiency?
2. How does an organization's culture shape its effectiveness? Why does this matter for public organizations?

January 28 Shaping Public Organizations: Reforms

**David Osborne and Ted Gaebler. 1992. "Introduction: An American Perestroika,"* Reinventing Government *(New York, Plume): 1-24*

*J. Steven Ott and Jay Shafritz. 1994. "Toward a Definition of Organizational Incompetence: A Neglected Variable in Organization Theory," *Public Administration Review* 54(4): 370-377.

Study Questions:

1. Much is made of the difference between public and private organizations (and increasingly nonprofit organizations). What's more important – organizational type (e.g. public, private, nonprofit) or what an organization does (e.g. regulate, incarcerate, deliver defined services to clients)?
2. Who is right – Osborne and Plastrik or Ott and Shafritz? Should public sector managers seek high performance or satisfactory performance?

Week 5
February 2 Accountability
STAKEHOLDER ANALYSIS ASSIGNMENT DUE

*Gortner et al. Chapter 6, pages 195-204

*Barbara S. Romzek. 1996. "Enhancing Accountability," in James L. Perry (ed.), *Handbook of Public Administration, 2nd Edition* (San Francisco, Jossey Bass): 97-114.

Study Questions:

1. How are organizations held accountable to the "publics" that they serve? How does this differ between government agencies, nonprofit organizations and private sector organizations? Should all organizations be equally accountable to the "public"?

2. Think about the case of TARP. What are the tradeoffs of accountability for private sector organizations? Are these the same tradeoffs faced by public organizations? Why or why not?

February 4 Performance Measurement
Performance Measurement Assignment Discussed in Depth

*Gortner et al. Chapter 6, pages 204-237

*Ted Poister. 2003. Chapters 1-3, *Measuring Performance in Public and Nonprofit Organizations* (San Francisco: John Wiley and Sons, Inc.): 3-57.

Study Questions:

1. There are a variety of different strategies to measure performance; however, most include some sort of "logic model". Why is it important to have a "logic model"? Do organizations actually follow "logic models" (inputs, outputs, outcomes, impacts) when they implement programs?
2. From a managerial standpoint, is it better to be measured or not measured? Why do most public sector managers identify outputs when asked to identify outcomes?

Week 6
February 9 Performance Management Systems
BOOK 1 DISCUSSED: *Built to Last: Successful Habits of Visionary Companies*

*Harry Hatry, et al. 2003. *How Federal Programs Use Outcome Information: Opportunities for Federal Managers* (Washington, DC: IBM Business of Government) **PAGES 1-17**

*Paul O'Connell. 2001. *Using Performance Data for Accountability: The New York City Police Department's CompStat Model of Police Management* (Washington, DC: IBM Business of Government) [SKIM]

Study Questions:

1. From an organizational standpoint, what are the principal benefits of establishing performance measurement systems? From a managerial standpoint, what are the principal benefits? What are the costs and risks? Try to identify examples that highlight each.
2. Are there limits to the application of performance measurement or should all public sector organizations and programs dedicate time and resources to establishing performance measurement systems? If there are limits, what are the sources of those limits? Are there steps managers can be taken to overcome those limits?

February 11 Performance Management and Measurement: Cases
BOOK 2 DISCUSSED: *The Balanced Scorecard: Translating Strategy into Action*

*Heinrich, Carolyn. 2002. Outcomes-Based Performance Management in the Public Sector: Implications for Government Accountability and Effectiveness. *Public Administration Review* 62(6).

*Harry Hatry, et al. 2003. *How Federal Programs Use Outcome Information: Opportunities for Federal Managers* (Washington, DC: IBM Business of Government) **PAGES 19-61 (SKIM)**

Study Questions:

1. Heinrich discusses some of the pitfalls in measuring performance, particularly for public outcomes. Which of these do you think poses the most significant threat? Why? How might this threat be reduced?
2. As you read the case, make notes of the (1) program goal(s), the (2) outcome indicators listed, and the (3) intended uses of the performance measures.
3. Evaluate the outcome indicators- are they clear? What are the potential pitfalls with the given outcome indicators (tradeoffs, gaming, cream skimming)? Are the intended uses appropriate?

The Structure of Public Management

Week 7
February 16 Organizational Structure: Form
BOOK 3 DISCUSSED: *The Future Arrived Yesterday: The Rise of the Protean Corporation and What It Means to You*

*Gortner et al. Chapter 4, pages 106-126

Study Questions:

1. There is much emphasis on decentralization as an important strategy for increasing the efficiency of public sector organizations. What are the pros and cons of decentralization? When is it most effective?
2. Why do public organizations have so much formalization and red tape? Does formalization and red tape hinder effective public management? Why or why not?

February 18 Organizational Structure: Alternative Strategies
BOOK 4 DISCUSSED: *The Starfish and the Spider: the Unstoppable Power of Leaderless Organizations*

*Gortner et al. Chapter 4, pages 126-149

*H. Brinton Milward and Keith Provan. 2000. "Governing the Hollow State," *Journal of Public Administration Research and Theory* 10(2): 359-379.

H. Brinton Milward and Keith Provan. 2006. *A Manager's Guide to Choosing and Using Collaborative Networks* (Washington, DC: IBM Business of Government) [SKIM]

Study Questions:

1. Most public sector organizations were originally designed as full-service providers. Increasingly, public sector organizations are moving towards becoming a piece in a network of service providers. What are the principal barriers that public sector managers face in turning their organizations from vertical monopolies into network

participants or assemblers/overseers? What steps can public sector managers take to overcome these barriers?
2. How "hollow" is the state? Contemporary government agencies are characterized as holding companies and shells instead of street-level providers. Think about the organization you are examining. What position does it occupy in the service delivery environment? Is your organization the norm or the exception?

Week 8
February 23 Organizational Design: Contracting and Outsourcing
PERFORMANCE MEASUREMENT ASSIGNMENT DUE
BOOK 5 DISCUSSED: *Multisourcing: Moving Beyond Outsourcing to Achieve Growth and Agility*

*David Van Slyke. 2003. "The Mythology of Privatization in Contracting for Social Services," *Public Administration Review* 63(3): 296-315.

*Trevor Brown and Matt Potoski. 2005. "Transaction Costs and Contracting: The Practitioner Perspective," *Public Performance Management Review* 28(3): 326-251.

Thomas Stanton (2002). *Moving Toward More Capable Government: A Guide to Organizational Design* (Washington, DC: IBM Business of Government) [SKIM]

Study Questions:
1. What service characteristics are most important in determining effective organizational design? Brown and Potoski identify two. Are there others? If so, how are these characteristics likely to influence organizational form?
2. Van Slyke writes about the problems of contracting in social service delivery. Are there important similarities across service areas that make contracting challenging or risky? Is there a case to be made for indicting contracting across all public services

February 25 Case Studies: Organizational Structure
BOOK 6 DISCUSSED: *Reengineering the Corporation: A Manifesto for Business Revolution*

*Case: Last Flight of the Space Shuttle Challenger

Study Questions:
1. Whose ultimately responsible for the explosion of the Space Shuttle Challenger? If the responsibility is distributed, what's the relative weight of responsibility across the various participants in Challenger's design and launch?
2. What are the principal organizational explanations for the explosion of the Space Shuttle Challenger? What role does contracting play in the explosion? What steps can be taken by public sector managers to prevent similar failures in the future?

Week 9
March 2 Decision Making Structures and Strategies

BOOK 7 DISCUSSED: ***The Art of the Long View: Planning for the Future in an Uncertain World***

*Gortner et al. Chapter 7, pages 243-267

*Wechsler, Barton and Robert Backoff. 1986. Policy Making and Administration in State Agencies: Strategic Management Approaches. *Public Administration Review*.

*Kearns, Kevin. 1992. From Comparative Advantage to Damage Control: Clarifying Strategic Issues Using SWOT Analysis. *Nonprofit Management and Leadership*.

Study Questions:

1. Most organizations adopt "strategic plans." What are the important elements of a strategic plan? What are the uses of a strategic plan? Are they typically implemented? Why or why not? What are particular challenges for public sector organizations?
2. What is meant by "participative methods of decision making?" Who should be (or should not be) involved in the decision making process? Is this different for public organizations than nonprofit or private sector organizations?

March 4 Citizen Participatory Structures
BOOK 8 DISCUSSED: ***The One to One Future: Building Relationships One Customer at a Time***

*Renee Irvin and John Stansbury. 2004. "Citizen Participation in Decision Making: Is It Worth the Effort?" *Public Administration Review* 64(1): 55-65

*Trevor Brown. 2007. "Coercion versus Choice: Citizen Evaluations of Service Quality across Methods of Consumption," *Public Administration Review* 67.

*Case: Customer Service Innovations at the Seattle Solid Waste Authority

Lisa Bingham, Tina Nabatchi, and Rosemary O'Leary. 2005. "The New Governance: Practices and Processes for Stakeholder and Citizen Participation in the Work of Government," *Public Administration Review* 65(5): 547-558.

Study Questions:

1. Which is likely to lead to greater citizen satisfaction – citizen participation in decision making or citizen choice in the services they consume or the way they consume them? What about managerial satisfaction?
2. To the degree that public sector managers have "choice", under what circumstances should managers engage and involve citizens in decision making? What about service delivery (i.e. co-production)?
3. What different tools are available to "listen" and "engage" customer/citizens in the service delivery process? From a managerial standpoint, which are preferable and in which circumstances?
4. In the Seattle Waste Authority case, how would you describe the type of customer/citizen engagement? What alternatives ways of engaging citizens were

available to managers? What are the costs and benefits of these alternatives relative to the path chosen? Fast-forward to 2010: what pathway would you recommend to these managers today?

Week 10
March 9 Recap of Public and Private Management: What's the Difference?
BOOK 9 DISCUSSED: *First Break All the Rules: What the World's Greatest Managers Do Differently*
FINAL BOOK CRITIQUE ASSIGNMENT DISCUSSED IN DEPTH

*Case: "The Lightning Rod", Washington D.C. Public Schools

Study Questions:

1. As you read the case of Washington D.C. public schools, identify parallels to the topics that we've discussed in class this quarter about managing the publicness of organizations (legal environments, political environments, performance measurement and management, organizational structure and citizen involvement).
2. What are the significant challenges for Michelle Rhee in implementing reforms to the DC public schools? What factors might contribute to the success (or failure) of the reforms?

March 11 Beyond Context, Processes and Structure
BOOK 10 DISCUSSED: *Making Things Work: Solving Complex Problems in a Complex World*

*Syllabi for 811 and 812

Study Questions:

1. Now that you have the basic backbone of organizations, the next step is to dig deeper into particular management areas. Two of these core areas include human resource management, and strategic management. First, why is human resource management important? Building on what you have learned in this course (context, processes and structure), how might human resource management be different for public and/or nonprofit organizations?
2. Why is strategic management important? Building on what you have learned in this course (context, processes and structure), how might strategic management be different for public and/or nonprofit organizations?

FINAL EXAM WEEK
Thursday, March 18th
Final Book Critique Due