



# JOHN GLENN SCHOOL OF PUBLIC AFFAIRS

## **PUBAFRS 7557**

### **Strategy for Public Organizations**

**Spring 2013**

Thursday, 1-4 pm

Classroom Page Hall 40

Credit hours: 3

Prerequisites: PUBAFRS 810/6050 Managing Public Organizations

### **Dr. Amanda M. Girth**

301L Page Hall

Phone: 614.247.8134

Email: [girth.1@osu.edu](mailto:girth.1@osu.edu)

Office hours: Wednesday, 2-3 pm and by appointment

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## **COURSE DESCRIPTION**

The purpose of this course is to provide students with a strategic perspective on the management and leadership of public sector organizations. In the course, we adopt the viewpoint of an upper level manager – an individual charged with diagnosing complex situations and resolving them in ways that enhance organizational performance. We will focus on how public managers can position their organizations to achieve desired program outcomes through fundamental strategic management techniques

We will begin the course by discussing the role of managers and leaders in setting the strategic direction of public sector organizations and assess whether they can influence program outcomes. In other words, does management make a difference? We will then examine strategic management techniques that align strategy with organizational performance. Students will apply some of these techniques to a public or nonprofit sector organization of their choosing.

We will explore strategic management through theory, concepts, and application. We will also utilize multiple learning methods including lectures, case studies, group exercises, and out-of-class assignments to provide students with a robust understanding of management strategy techniques. The readings are a combination of conceptual pieces drawn from research in strategic management and organization theory, and applied pieces on how to employ various strategic management techniques. The lectures are designed to elaborate on and extend key points in the conceptual material, and clarify processes and steps described in the applied material. The case analyses are designed to examine how different management tools have

been or could be employed in practice. The group exercises are designed to create microenvironments for students to engage in brainstorming, collaborative problem solving, and evaluation. Finally, the assignments are designed to give students hands-on experience with some of the most commonly used strategy tools in the public and private sectors.

This course follows PPM 810(N) Managing Public Organizations. While PPM 810(N) partly dealt with diagnosing problems and opportunities facing public sector organizations, this course is designed to build on this analysis by generating strategies to address problems and/or to take advantage of opportunities, and then aligning those strategies to internal operations and external performance measures. This course is an elective for graduate students in the John Glenn School of Public Affairs. It is also open to students from other programs who are interested in managing organizations that deliver public goods and services and who have satisfied the prerequisites.

## **LEARNING OBJECTIVES**

Upon successful completion of this course students will:

- Identify the elements of strategic management and leadership from a theoretical and practical perspective
- Demonstrate the methods of strategic management through discussion, case study, small group analysis, and assignments
- Apply their knowledge of strategic management and leadership by utilizing strategy tools to analyze and report on organizational performance

## **CLASSROOM CONDUCT**

The work in this course is commensurate with graduate-level study. Advance reading and active participation is critical to the success of this course. Further, this course will be conducted according to the professional standards of the workplace. The course will begin and end on time. Mobile devices will be turned off. Laptop computers are allowed by instructor permission - use is restricted to viewing course-related content and taking notes. Students are also asked to be respectful of their colleagues during class discussion. Students are expected to attend the course unless they have extenuating circumstances (see further discussion of attendance under "Course Participation").

## **COURSE REQUIREMENTS**

### *Readings*

There is no textbook for this course. Instead, students will find readings and case studies posted online to the Carmen website for this course, unless otherwise noted. Students are expected to read all of the readings in advance of the session. Students will be assessed on their ability to demonstrate knowledge of the material through their in-class contribution and strategy document assignment. Students are welcome to draw from outside material to support course work.

### *Cases*

The course relies on case studies to provide insight into real-world challenges faced by managers in the public and nonprofit sectors. Cases are generally written to contain background information on the organization, objective of the activity, people involved, and a series of events and administrative difficulties that confront the responsible manager. The problem may or may not be clearly defined. Frequently, a significant part of the student's analysis is to define the management problem. The purpose 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 it is 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, students must carefully prepare before class and actively participate during class.

Most cases are posted on Carmen; however, there are two required cases for purchase from Harvard Business Publishing. Access the case via the following coursepack link: <http://cb.hbsp.harvard.edu/cb/access/16544859>. If you have problems accessing the link or purchasing cases, please contact HBP at 800-545-7685.

1. County Department of Public Health: Organizing for Emergency Preparedness and Response (Product No: 806089-PDF-ENG) \$3.95
2. Cancer Health Alliance of Metropolitan Chicago: Working Together to Achieve Mutual Goals (Product No: KEL247-PDF-ENG) \$3.95

### *Strategy Document*

The primary deliverable for this course is the development of a strategy document to guide decision making for a public or nonprofit sector organization. Students will produce a strategy document for a public or nonprofit sector organization, ideally in the midst of significant internal change and/or external uncertainty. A strategy document provides managers with a comprehensive picture of organizational performance, facilitates strategy decisions, and aligns strategy with performance indicators.

### **GRADING AND ASSIGNMENT DETAIL**

Class Participation: 10%

Case Studies:

    Outlines: 3%

    Case Study Analysis and Facilitation: 17%

Strategy Document:

    SWOT, Goals, Overall Strategy: 20%

    Final Strategy Document: 45%

    Elevator Speech: 5%

### *Class Participation*

Students are expected to attend and participate in class as meaningful discussion of topics and case studies hinge on both preparation and participation. Missing class, not being prepared, and not contributing to course discussion or group activities will adversely affect a student's participation grade.\*\* Participation includes not only discussion of course concepts, but also careful listening and respect for others in the classroom.

Active participation, based on preparation, includes providing good, solid answers to questions. Good answers indicate that you are actively listening to your colleagues and providing comments relative to ongoing discussion. Relevant comments add to the group's understanding of the material, challenge and/or clarify the ideas expressed by others, integrate material from past classes or other courses, and show evidence of analysis rather than mere opinion.

### *Group Case Study Analysis and Facilitation*

Students will form small groups to complete the graded case study assignment. Students will be responsible for writing a 10 page double-spaced case analysis and they will be responsible for facilitating a one-hour class discussion. The case analysis will (1) identify the primary challenge facing the case protagonist(s); (2) provide a critical assessment of the situation; (3) issue a persuasive argument supporting a recommended course of action; (4) connect the problem and/or topic to course concepts; (5) list at least five thought-provoking questions relevant to the case that you plan to use to provoke fruitful class discussion. The case study analysis is due at 10 am on the day that you present via Carmen.

The case study analysis will be graded on the following criteria:

- Substance – demonstrate knowledge of the case and apply course concepts to the analysis
- Argument – ability to communicate clearly and persuasively
- Style – grammar, spelling, structure, citations, and “the basics” of good writing\*\*
- Facilitation – thought-provoking questions presented; active participation of the group members to facilitate class discussion; time management

### *Case Study Outlines*

The rest of the class is not off the hook. In order for the in-class discussion to be effective, all students must carefully prepare before class and actively participate during class. The well-prepared student comes to class with a 1 to 2 page written outline identifying the primary challenge facing the case protagonist(s), a critical assessment of the situation, and a persuasive

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\*\* Arrangements will be made on a case-by-case basis to accommodate absences due to illness. It is important that everyone stay healthy, so please do not come to class if you are ill and contact me *before class* to make accommodations.

\*\* See the University's Writing Center handouts for clarification on what constitutes good writing, found online at: <http://cstw.osu.edu/writingcenter/handouts>

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 one to draw together various aspects of the case and to synthesize a distinct position on each of the case 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. Use the first four points described in the previous section (case analysis) to guide your case outline. In class, students should be ready to communicate their responses to the assigned reading or case questions and to defend their analysis against the critique of other members of the class. Outlines are due before class (by 1 pm) on the day the case is discussed. Students presenting the case do not also have to complete the outline individually.

The case study outline is graded pass/fail; a pass grade means that the student:

- Turned the outline in on time
- Identified the problem(s), provided an assessment of the situation(s), proposed course of action(s) in a 1-2 page outline

### *Strategy Document*

The primary assignment for this course is to produce a strategy document for a public sector or nonprofit organization, ideally one that is in the midst of significant internal change and/or external uncertainty. As we will discuss in class, a strategy document provides managers with a comprehensive picture of organizational performance, facilitates strategy decisions, and aligns strategy with performance indicators. Students may work individually or with up to two partners (the total size for a group can be up to three people) to produce a strategy document for a public sector or nonprofit organization. As this course follows on from 810/6050 a logical organization to use is the one analyzed in that course. In fact, students will find that this gives them an advantage in that some elements of the balanced scorecard assignment are duplicative and/or draw from the assessment conducted in 810/6050.

The final strategy document will be no more than 10 pages of single-spaced text. The document should be modeled after industry reports (e.g., GAO, CBO, CRS - examples will be provided to students) with visual graphic display (tables, charts, etc.). The document must include the following components within the page limit:

- SWOT Analysis and Strategic Goals (to include a brief organizational overview, background, mission and goals, and stakeholder identification)
- Overall Organizational Strategy
- Strategy Maps or Logic Models Linked to Performance Measures (financial and non-financial)

The following items are required but do not count toward the page limit:

- Title Page
- Executive Summary (one page)
- Table of Contents

- List of Figures and Tables
- References

Students will turn in a preliminary version of the assignment that includes a SWOT analysis, strategic goals, and overall strategy. The first component – the SWOT analysis and strategic goals – is derivative of the assignments conducted in 810/6050. Organizational analysis and strategy maps/logic models require students to execute new analysis. The preliminary assignment has a seven-page limit (single-spaced). The final strategy document will require students to synthesize and integrate all of the elements into a 10 page paper (single-spaced).

A note on groups: If you elect to do this assignment in partnership with other students, you and your partners will meet with me to discuss how work will be allocated and how grades will be distributed among the paper components.

*Elevator Speech*

The last week of class, students will present a five-minute “elevator speech” to the instructor which basically summarizes their report. Students will be pitching both the diagnosis of the problem and the solution. The premise of the assignment is that the manager (a.k.a. student) has essentially run into a superior or a legislator who might fund or approve their proposed strategy and the manager only has five minutes to make the sell. Students can only use visual aids that they could carry with them (e.g. a tablet or laptop, but with no projector, a printed “one-pager” or brochure, etc.).

*Grading scale*

93 - 100	A	80 - 82	B-	68 - 69	D+
90 - 92	A-	78 - 79	C+	64 - 67	D
88 - 89	B+	73 - 77	C	63 & below	E
83 - 87	B	70 - 72	C-		

**COURSE POLICIES**

*Assignment Submission:*

Assignments are due at the *beginning* of each class. Assignments should have one-inch margins, double-spaced (unless otherwise specified), and typed in 12-point business-acceptable font (Examples include: Times New Roman, Arial, Calibri, etc.; unacceptable fonts include Courier, compressed fonts, etc.). Dropboxes will be created on Carmen for each assignment to facilitated online submission.

*Late Assignment Policy:*

Assignments are due at the beginning of class. Students who fail to turn an assignment at the start of class will incur a 5% penalty, and for each day thereafter that it is late (e.g. 94% to 89% to 84%, etc.)

*Academic Integrity:*

It is the responsibility of the Committee on Academic Misconduct to investigate or establish procedures for the investigation of all reported cases of student academic misconduct. The term “academic misconduct” includes all forms of student academic misconduct wherever committed; illustrated by, but not limited to, cases of plagiarism and dishonest practices in connection with examinations. Instructors shall report all instances of alleged academic misconduct to the committee (Faculty Rule 3335-5-487). For additional information, see the Code of Student Conduct ([http://studentaffairs.osu.edu/info\\_for\\_students/csc.asp](http://studentaffairs.osu.edu/info_for_students/csc.asp)).

*Disability Services*

Students with disabilities that have been certified by the Office for Disability Services will be appropriately accommodated. Students should inform the instructor as soon as possible of their needs. The Office for Disability Services is located in 150 Pomerene Hall, 1760 Neil Avenue; telephone 292-3307, TDD 292-0901; <http://www.ods.ohio-state.edu/>.

**ASSIGNMENT CALENDAR**

<b>Due Date</b>	<b>Assignment</b>
January 17 <sup>th</sup>	Students sign up for case study analysis/facilitation
January 24 <sup>th</sup>	Students identify organization and partners (if any) to instructor
February 7 <sup>th</sup>	Case studies begin
February 14 <sup>th</sup>	Students working in groups meet with instructor
March 21 <sup>st</sup>	Preliminary Strategy Document
April 18 <sup>th</sup>	Elevator Speech
April 25 <sup>th</sup>	Final Strategy Document

## COURSE OUTLINE

### January 10<sup>th</sup>

Course introduction: Course overview and syllabus review

### January 17<sup>th</sup>

Strategy: Begin to answer the question “Whether and how managers can impact organizational performance?”

#### Readings

- Kearns, Kevin P. 2000. “Embracing New Challenges and Opportunities: Strategic Management in Government and Nonprofit Organizations.” In *Private Sector Strategies for Social Sector Success: The Guide to Strategy and Planning for Public and Nonprofit Organizations*. San Francisco: Jossey-Bass.
- Partnership for Public Service. 2009. *Where the Jobs Are: Mission-Critical Opportunities for America* (Washington DC).
- Abramson, Mark, et al., 2011. *Seven Management Imperatives* (Washington, DC: IBM Center for the Business of Government).
- Mark McNeilly, (2002), "Gathering information for strategic decisions, routinely", *Strategy & Leadership*, Vol. 30 Iss: 5 pp. 29 – 34.

#### Due

- Students sign up for case studies

### January 24<sup>th</sup>

Strategic leadership: Leadership characteristics, leadership process, leading strategically

#### Readings

- Kotter, John P. 1990. “What Leaders Really Do” *Harvard Business Review*.
- Joyce, Paul. 2012. *Strategic Leadership in the Public Services*. London: Routledge. chapters 1 and 2.
- A Conversation with Thad Allen, Commandant, United States Coast Guard. Jan/Feb 2009. *The Business of Government* (Washington, DC: IBM Center for the Business of Government)
- Marsh, Marcia. Leadership and leading: Leadership challenges. In *The Jossey-Bass Reader on Nonprofit and Public Leadership*, 546-550.
- McNeilly, Mark. 2012. “Character-based leadership: Providing effective leadership in turbulent times” in *Sun Tzu and the Art of Business: Six Strategic Principles for Managers*. Revised edition. New York: Oxford.

#### Due

- Students identify organization and partners (if any) and report to instructor in class

### January 31<sup>st</sup>

Strategy and strategic planning: Overview of strategic management and the planning process; discuss strategy document assignment

#### Readings



- Mittenenthal, Richard. 2002. *Ten Keys to Successful Strategic Planning for Nonprofit and Foundation Leaders* (New York, NY: TCC Group).
- Bryson, J.M. 1995. "Chapter Two: The Strategy Change Cycle: An Effective Strategic Planning Approach for Public and Nonprofit Organizations." *Strategic Planning for Public and Nonprofit Organizations*. Jossey-Bass Publishers, San Francisco: CA.
- Mintzberg, H. 1994. "The Fall and Rise of Strategic Planning." *Harvard Business Review*, January/February: 107-114.

*Guest speaker*

- William Shkurti, retired Senior Vice President for Business and Finance, The Ohio State University

### **February 7<sup>th</sup>**

Goals and objectives: Mission versus function; crafting goals and objectives for strategic planning

*Readings*

- Moore, Mark. 1995. "Defining Public Value" in *Creating Public Value: Strategic Management in Government* (Cambridge, MA: Harvard University Press): 27-57.
- Litchfield, R.C. 2008. "Brainstorming Reconsidered: A Goal-Based View." *Academy of Management Review*, 33(3): 649-668.

*Case*

- Waco

*Due*

- Case outline, group case study analysis

### **February 14<sup>th</sup>**

Environmental and stakeholder analysis: SWOT analysis; understanding organizational fit and misfit; competitive advantage

*Readings*

- Electronic Hallway. "A Note on Mapping: Understanding Who Can Influence Your Success."
- Porter, M.E. (2008). "The Five Competitive Forces That Shape Strategy." *Harvard Business Review*, January 78-93.
- Kearns, Kevin P. 2000. "Using Environmental Scanning to Track Trends and Prospects." In *Private Sector Strategies for Social Sector Success: The Guide to Strategy and Planning for Public and Nonprofit Organizations*. San Francisco: Jossey-Bass.

*Due*

- Students working in groups meet with instructor to discuss division of labor

### **February 21<sup>st</sup>**

External forces: Managing disruptions in external forces; responding to changing environment; in-class review of strategy document progress

*Case*

- County Department of Public Health: Organizing for Emergency Preparedness and Response (HBS)

*Due*

- Case outline, group case study analysis

### **February 28<sup>th</sup>**

Strategy, part 1: Defining strategy

*Readings*

- Nutt, Paul and Robert Backoff. 1995. "Strategy for Public and Third-Sector Organizations." *Journal of Public Administration Research & Theory*, 5(2): 189-201.
- Brown, Trevor. 2010. "The Evolution of public sector strategy." *Journal of Public Administration Research and Theory* 70(s1): s212-s214.
- Gladwell, Malcolm. January 26, 1996. "Blowup," *The New Yorker*.
- Gladwell, Malcolm. February 13, 2006. "Million-Dollar Murray: Why Problems Like Homelessness May Be Easier to Solve Than to Manage," *The New Yorker*.

*Case*

- NPower, Case A

*Due*

- Case outline, group case study analysis

### **March 7<sup>th</sup>**

Strategy, part 2: Crafting strategy; strategic intent and content

*Readings*

- Hamel, G. and Prahalad, C.K. (2005). "Strategic Intent." *Harvard Business Review*, July/August: 148-161.
- Boyne, George A. and Richard M. Walker. 2004. "Strategy Content and Public Service Organizations." *Journal of Public Administration Research and Theory*, 14(2): 231-252

*Guest speaker*

- \*\*TBD

*Case*

- NPower, Case B

### **March 14<sup>th</sup>**

No class, Spring Break

### **March 21<sup>st</sup>**

Implementation: Implementing strategies – connecting inputs, activities, outputs, and outcomes; logic models; strategy maps

*Readings*

- W.K. Kellogg Foundation. 2004. *Logic Model Development Guide*
- Knowlton, Lisa Wyatt and Cynthia C. Phillips. 2013. "Display and Meaning" *The Logic Model Guidebook*. 2<sup>nd</sup> ed. Thousand Oaks, CA: Sage Publications.

- Pitt, Martyn and Dimitrios Koufopoulos. 2012. "Strategy Implementation and Change Management," in *Essentials of Strategic Management*. London: Sage Publications.

*Case*

- Case Processing of Welfare Assignment Collections

*Due*

- Preliminary Strategy Document
- Case outline, group case study analysis

**March 28<sup>th</sup>**

Performance management: Performance measurement for strategic plans; financial resources and strategic planning

*Readings*

- Callahan Kathe and Kathryn Kloby. *Moving Toward Outcome-Oriented Performance Measurement Systems*. (Washington DC: IBM Center for the Business of Government).
- Behn, Robert D. 2003. "Why Measure Performance: Different Purposes Require Different Measures." *Public Administration Review*, 63(5): 586-606
- Mulgan, Geoff. 2010. "Measuring Social Value." *Stanford Social Innovation Review*, Summer, 38-43.

*Case*

- Costs and Constraints in the Arizona Inmate Medical Transport System

*Due*

- Case outline, group case study analysis

**April 4<sup>th</sup>**

Performance and effectiveness: Linking goals, strategy, resources and performance measures; performance measurement systems

*Readings*

- Kaplan, Robert S. and Norton, David P. 1996. "Using the Balanced Scorecard as a Strategic Management System." *Harvard Business Review*, 74(1): 75-85.
- Baldrige National Quality Program. 2001-12. *Criteria for Performance Excellence* (Washington DC: National Institute of Standards and Technology) \*[read up to page 26](#)
- Kaplan, Robert S. and Norton, David P. 1996. "Linking the Balanced Scorecard to Strategy." *California Management Review*, 39(1): 53-79.
- Poister, Theodore H. 2010. "The Future of Strategic Planning in the Public Sector: Linking Strategic Management and Performance." *Public Administration Review*, 70(s1): s246-254.

*Guest speaker*

- \*\*TBD

**April 11<sup>th</sup>**

Strategic alliance: Forms and characteristics of alliances, alliance motivations, alliance strategies and performance

*Readings*

- Pitt, Martyn and Dimitrios Koufopoulos. 2012. "Acquisition, Merger, and Alliance Strategies," in *Essentials of Strategic Management*. London: Sage Publications.
- Bernhut, Stephen. 2002. After the Deal Is Done: Four Keys to Managing an Alliance. *Harvard Management Update*. Reprint U0212d
- Robert S. Kaplan, David P. Norton, and Bjarne Rugelsjoen. 2010. Managing Alliances with the Balanced Scorecard. *Harvard Business Review*. Reprint R1001J
- Jonathan Hughes and Jeff Weiss. 2007. Simple Rules for Making Alliances Work. *Harvard Business Review*. Reprint R0711H

*Case*

- Cancer Health Alliance of Metropolitan Chicago: Working Together to Achieve Mutual Goals (Kellogg)

*Due*

- Case outline, group case study analysis

**April 18<sup>th</sup>**

Elevator speeches: Each student or group schedules a time during the class period to meet with the instructor to make a five minute "elevator speech" on their strategy document

*Due*

- Elevator speech

**April 25<sup>th</sup>**

*Due*

- Final Strategy Document