

**American University
School of Public Affairs
Department of Public Administration and Policy**

**PUAD 610-001
Management Analysis
Fall 2011
W204**

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Overview of the course:

This course aims to enhance the analytic skills you will need as a manager in or interacting with the public sector, explore relevant public management issues through the conceptual lenses built from your prior MPA courses, and facilitate a final student project that demonstrates the analytic skills of a professional with an earned MPA. This is a capstone course; hence, the students should be prepared to synthesize material from previous courses in a comprehensive approach to management analysis, with an emphasis on the management context and environment. Substantive topics, all designed to extend your management analysis skills, include "New" Public Management, a review of the democratic and public context of government management, street level bureaucracy, implementation, contracting, and performance management. Be advised that you may have been exposed to some of the material in this class during your MPA studies, and that there is merit in revisiting some key readings as you approach the end of your program of study, and have gleaned new perspectives along the way.

Satisfaction of the Department of Public Administration and Policy (DPAP) comprehensive exam requires completion of this course (in your final semester or as close to your final semester as possible) and a written essay (details to be provided). The objective is to fulfill the Graduate School's requirement that we have an exit experience in which all MPA students are evaluated on their ability to integrate and apply materials from the core curriculum to management problems. *Accordingly, the expectation is that: 1. you will produce written and oral work in this class that draws on and synthesizes the material to which you have been exposed throughout your MPA curriculum, and 2. a level of work **reflective of a graduate student at the end of his/her course of study** – analysis that demonstrates a breadth and depth of knowledge and application acquired from studying in a comprehensive MPA program.*

You will receive a letter grade for the course, as you would in any course taken in the program. In addition, you must receive a grade of "satisfactory" on the written reflective essay. This essay must be written in your final semester but, together with this class, it is a required component of your MPA comprehensive exam. The essays will be graded anonymously and are due on the date specified below. I will grade those either "satisfactory" or "unsatisfactory." Be advised that because this is a final graduate assignment, your essay will be expected to meet the

standard of a “B” grade to satisfy the “satisfactory” threshold. Any essay that receives a grade of "unsatisfactory" will then be evaluated by another faculty member. If we both concur, you will have one opportunity to revise and resubmit it for a final grade. If we disagree (i.e., a split vote occurs), the department head will be the deciding reader.

Texts:

The texts for PUAD 610-001 are:

Bureaucracy and Democracy: Accountability and Performance, 2nd Edition, William T. Gormley and Steven J. Balla, CQ Press, 2007. ISBN: 9780872893474

How Management Matters: Street Level Bureaucrats and Welfare Reform, Norma M. Riccucci, Georgetown University Press, 2005. ISBN: 9781589010413.

All texts can be ordered through the American University Campus Store:
<http://www.american.bkstr.com/>. Follow the instructions for this semester.

Additional information on our course topics can be obtained from the following sources:

Politics and the Bureaucracy: Policymaking in the Fourth Branch of Government, fifth edition, Kenneth J. Meier and John Bohte, Thompson/Wadsworth, 2007.

The Tools of Government: A Guide to the New Governance, Lester M. Salamon, Ed., Oxford University Press, 2002.

Quicker, Better, Cheaper: Managing Performance in American Government, Dall W. Forsythe, Ed., Rockefeller Institute Press, 2001.

Advancing Public Management: New Developments in Theory, Methods, and Practice, Jeffrey L. Brudney, Laurence J. O’Toole., Jr. and Hal G. Rainey, Eds., Georgetown University Press, 2000.

Public Management Reform and Innovation: Research, Theory, and Application, H. George Frederickson and Jocelyn M. Johnston, Eds., University of Alabama Press, 1999.

Government Performance: Why Management Matters, Patricia W. Ingraham, Philip G. Joyce, and Amy Donahue, Johns Hopkins University Press, 2003.

The Global Public Management Revolution, 2nd Edition, Donald F. Kettl, Brookings Institution Press, 2005.

Governing by Contract: Challenges and Opportunities for Public Managers, Phillip J. Cooper, CQ Press, 2002.

Course requirements:

Requirements include:

1. Two management analysis **case memoranda** designed to provide recommendations to superiors regarding a specific management scenario, which will be provided. See due dates below. Additional information concerning these memos will be distributed later in the semester.
2. A 15 page **management analysis paper** that addresses a real issue (of your choosing) facing a federal, state, or local government or nonprofit organization – preferably one with which you have been involved professionally. You must apply the tools learned in the course and the materials from your other classes to identify the management issue/problem and propose a solution; in other words, you will analyze the management context of your topic. Your paper must include an analysis; simple description of a problem or policy issue will not suffice. **It must incorporate the legal, political, fiscal, policy, and managerial elements of the topic you choose to analyze.** A one page (maximum) paper **proposal** is required (i.e., a one page summary/outline of your topic, including potential sources). I will review your proposal and return it to you by the week after you submit it. See due dates below. You will present a PowerPoint summary of your paper and your findings in class during the final part of the semester. Please note that your paper bibliography must include **at least three refereed journal articles** from outside required class readings. Exceptions may be made for topics that are very new/current, and that have not yet generated published research. Details TBA. I will post a “model” paper, with a standard bibliography, on blackboard early in the semester. In general, the bibliography should follow the form used at the end of this syllabus. **Be prepared to lose at least one half grade point if you do not use at least three refereed journal articles from outside required class readings. Exceptions will be made only for those with an explicit exemption from me. Papers on topics used for previous classes are not acceptable unless you request and receive an explicit exemption from me.**
3. Class participation, including an in-class presentation of material for an assigned session – see below for details. **You are expected to attend all paper presentations at the end of the class.**
4. A reflective essay, due as indicated below. See above, and more detail to be provided later. These will be submitted anonymously to Janet Nagler, and she will be in touch with submission instructions prior to the due date.
5. Please note that I reserve the right to alter these assignments, but if that happens, you will have *as much notice as possible*. I may also assign some additional readings, again with ample notice.

Class participation:

This course will include some lecture, but with your participation, I'd like to foster a seminar format as much as possible.

Each student will be responsible for a 10 minute presentation at the beginning of an assigned class. Your presentation, on the specific readings assigned to you, should include PowerPoint. The presentation must include the following:

1. The most important concept you gleaned from your readings.
2. The greatest weakness of your readings.
3. A question – for class discussion – that you believe will best stimulate your fellow students in a discussion of what you see as the key concepts/topics of the readings.
4. Whether you would recommend including each reading when this class is taught again.

The presentation should not be a recitation of these three items, but rather, these items should be embedded in your general discussion of the readings.

Do NOT:

1. Read your presentation.
2. Summarize your readings. Your fellow students will have read them. Rather, you should present with the objective of stimulating discussion.

Bear in mind that in terms of grading, the primary purpose of the assignment is for the student to demonstrate that s/he can grasp the big picture in detailed research articles, place those articles into a larger context, and use the readings to better understand key elements of public management.

This assignment represents 20% of your grade, and should reflect substantial time investment. Discuss major points/themes, **but my focus will be on how you critique and provide your assessments and insights, your perceptions of strengths/weaknesses of the material, etc.** Make your presentation professional (this does not mean that you need to wear a suit, but neither should you take it too casually). **Remember that your function is to stimulate and provide a framework for class discussion of the readings.** Please also indicate whether you would recommend including each reading when this class is taught again.

Please also send me an electronic copy of items 1 through 4 **before class, in PowerPoint format.**

Each week, **each student** is expected to read and be **prepared to discuss all materials** assigned. Your knowledge and analysis of the material will be noted and included in your class participation grade.

Grading:

Grades will be determined as follows:

-Memoranda	20% each
-Presentation (class material)	20%
-Presentation (final paper)	10%
-Final Paper	30%
-Reflective Essay	P/F (see pass standards above).
-Class participation	Rounding (will help your grade if participation is good, will hurt otherwise).

The style, composition, **and** content of your written assignments will be considered during the grading process. In addition, your final grade will include an assessment of your class participation. In other words, all students are expected to demonstrate in class that they are familiar with the assigned material.

Note: please be sure to number the pages of your assignments, and do *not* put your assignments in plastic covers or other binders – just staple the pages together.

Reading and writing standards:

I highly recommend that you take the American University Library's Information Literacy Tutorial, <http://www.library.american.edu/tutorial/index.html>, if you have not already done so in your academic career. It is an excellent introduction to researching and writing. Throughout this and every other course careful attention should be given to writing style, source citations, and proper listing of references, and the library's tutorial is very helpful. For questions, please refer to the library website on citations, http://www.library.american.edu/e_ref/citation.html or a college writing text such as Hacker, *A Writer's Reference*, www.bedfordstmartins.com/hacker/writersref. In addition, Davis, *The Rowman and Littlefield Guide to Writing with Sources* (2nd ed., 2004) is an extremely useful text. If you are more comfortable with a style manual not mentioned here, please contact me so that we can determine the best reference for you to use. The key point is appropriateness and consistency. In addition, you should evaluate websites carefully for academic quality and reputation. For guidance on website evaluation, please contact a site such as <http://www.library.cornell.edu/okuref/research/webeval.html>. I would also be happy to answer any questions you have on this topic.

Academic Integrity Code:

Standards of academic conduct are set forth in the University's Academic Integrity Code, <http://www.american.edu/academics/integrity/code01.htm>. All examinations, tests, written papers, and other assignments are required to be completed according to the standards set forth in this code.

All work must be entirely your own. When you quote from others' work, you must give full credit by footnote or endnote. Failure to use quotation marks when quoting, failure to give full credit when paraphrasing, use of others' ideas or work products, submission of work prepared through impermissible collaboration, and also submission of work prepared by you for another class are all examples of violations of the academic integrity code and will result in sanctions.

By registering in this class, you have acknowledged your awareness of the Academic Integrity Code, and you are obliged to become familiar with your rights and responsibilities as defined by the Code. Violations of the Academic Integrity Code will not be treated lightly, and disciplinary action will be taken should such violations occur. Please see me if you have any questions about the academic violations described in the Code in general or as they relate to particular requirements for this course. Failure to comply with the requirements of the Academic Integrity Code can result in failure in the course, as well as more serious academic sanctions.

Academic support:

If you experience difficulty in this course for any reason, please do not hesitate to consult me. In addition to the resources of the department, a wide range of services is available at the university to support you in your efforts to be successful in this course.

Academic Support Center (202-885-3360, MGC 243, asc@american.edu, www.American.edu/ocl/asc) offers study skills materials and workshops, individual academic assistance, tutor referrals, and services for students with learning disabilities and ADHD. Writing support is available in the Academic Support Center (ASC) Writing Lab or in the Writing Center, Battelle-Tompkins 228, 885-2991.

Counseling Center (202-885-3500, MGC 214, www.american.edu/ocl/counseling) offers counseling and consultations regarding personal concerns, self-help information, and connections to off-campus mental health resources.

Disability Support Services (202-885-4415, MGC 206, dss@american.edu, www.american.edu/ocl/dss) offers technical and practical support and assistance with accommodations for students with physical, medical, or psychological disabilities.

If you have a disability and might require accommodations in this course, please notify me via Disability Support Services (DSS) or the Academic Support Center (ASC) early in the semester so that I can make arrangements to address your needs.

Communications:

I prefer to be contacted through my e-mail account, if possible.

Turnitin:

This course will be using Turnitin.com - an online text-matching program. Although Turnitin has been characterized as a “plagiarism-prevention” program, we will use it in this class to help educate you about the writing process and to foster integrity.

Instructions are forthcoming, and some will be posted on Blackboard.

Emergency preparedness:

In the event of a declared pandemic (influenza or other communicable disease), American University will implement a plan for meeting the needs of all members of the university community. Should the university be required to close for a period of time, we are committed to ensuring that all aspects of our educational programs will be delivered to our students. These may include altering and extending the duration of the traditional term schedule to complete essential instruction in the traditional format and/or use of distance instructional methods. Specific strategies will vary from class to class, depending on the format of the course and the timing of the emergency. Faculty will communicate class-specific information to students via AU e-mail and Blackboard, while students must inform their faculty immediately of any absence due to illness. Students are responsible for checking their AU e-mail regularly and keeping themselves informed of emergencies. In the event of a declared pandemic or other emergency, students should refer to the AU Web site (www.prepared.american.edu) and the AU information line at (202) 885-1100 for general university-wide information, as well as contact their faculty and/or respective dean’s office for course and school/ college-specific information.

CLASS AND TOPIC SCHEDULE:

(This schedule is for planning purposes, and is tentative. Adjustments may be necessary. I will notify you as soon as possible of any changes. G/B refers to the Gormley and Balla text.)

1. **Sep 7** - **Introduction and Course Overview
The Context of Management**

Readings: G/B, Chapters 1 and 2
 Rosenbloom (review)
 Allison
 Behn
 Fossett et al

2. **Sept 14** - **Jumping into the Trenches:
Take it to the Street #1 - SLB**

Readings: Myers, Glaser MacDonald
 Hill
 Sandfort

3. **Sept 21** - **Jumping into the Trenches:
Take it to the Street #2 – Managing: Welfare Reform**

Readings: Ricucci book – all

- Sept 28** - *******No Class – Rosh Hashanah*******

4. **Oct 5** - **Jumping into the Trenches:
Contracting and Contract Management**

Readings: Milward
 Moe
 DeHoog
 Cohen
 Romzek and Johnston
 Behn

5. **Oct 12** - **Jumping into the Trenches:
Managing in a Networked World**
- Readings: G/B chapter 5
McGuire
Bryson et al
Wise
Johnston and Romzek
Klijn et al
6. **Oct 19** - **Jumping into the Trenches:
The “P” Word – Managing in a Performance-Oriented World**
- *****Case #1 Due*******
*******Reflective Essay Due 5PM, Friday, 10/21 *******
- Readings: Behn 2003
Joyce
Radin
Bohte and Meier
Rubenstein et al
Kellough and Nigro
Rosenbloom 2007
7. **Oct 26** - **Out of the Trenches, back into the Big Picture: NPM**
- *****Paper Proposal Due*******
- Readings: Frederickson and Stazyk
Meier and O’Toole 2009
Moe
Piotrowski and Rosenbloom
Ingraham and Donahue
Ricucci and Thompson
8. **Nov 2** - **Out of the Trenches, back into the Big Picture: Implementation**
- Readings: O’Toole
Weissert and Goggin
Brewer and Selden
Brodkin
Keiser and Miller
Review readings from Class #3.

9. **Nov 9** - **Out of the Trenches, back into the Big Picture: Federalism, IGR, and Management**

Readings: Wright
Agranoff and McGuire
Walters and Kettl
Radin 2000
U.S. GAO
Review Wise reading

10. **Nov 16** - **Out of the Trenches, back into the Big Picture: Accountability, Politics, Democracy, and other Managerial “Constraints”**

*******Case #2 Due*******

Readings: G/B, chap 3, 4
Romzek and Dubnick
Posner
Waterman and Meier
Meier and O’Toole
Review Fossett et al

11. **Nov 30** - **Miscellaneous and Wrap-Up/Catch-Up Class Presentations**

*******Paper Due*******

Readings: G/B, Chapter 6 and 7

12. **Dec 7** - **Class Presentations**

Class Reading List: Full Citations

2. The Context of Management

Rosenbloom, David H (1983), "Public Administration Theory and the Separation of Powers," *Public Administration Review*, 43, 3, May-June: 219-227.

Allison, Graham T. (2004), "Public and private management: Are they fundamentally alike in all unimportant respects?" in *Classics of Public Administration*, Jay M. Shafritz and Albert C. Hyde, Eds., Fifth Edition, Thompson/Wadsworth.

Behn, Robert (1994), "The big questions of public management," *Public Administration Review*, 55, 4: 313-24.

Fossett, James W., Malcolm Goggin, John S. Hall, Jocelyn M. Johnston, Richard Roper, L. Christopher Plein and Carol Weissert (2000), "Managing Medicaid Managed-Care: Are States Becoming Prudent Purchasers?" *Health Affairs*, July/August: 39-49.

3. Take it to the Street #1 - SLB

Meyers, Marcia K., Bonnie Glaser, and Karin MacDonald (1998), "On the front lines of welfare delivery: Are workers implementing policy reforms," *Journal of Policy Analysis and Management*, 17, 1: 1-22.

Hill, Heather C. (2003), "Understanding implementation: Street-level bureaucrats' resources for reform," *Journal of Public Administration Research and Theory*, July, 13, 3: 265-82.

Sandfort, Jodi (2000), "Moving beyond discretion and outcomes: Examining public management from the front lines of the welfare system," *Journal of Public Administration Research and Theory*, 10, 4: 729-56

5. Contracting and Contract Management

Milward, H. Brinton and Keith G. Provan, 2000, "Governing the Hollow State," *Journal of Public Administration Research and Theory*, April, 10, 2: 233-61.

Moe, Ronald (1987), "Exploring the limits of privatization," *Public Administration Review*, 453-460.

DeHoog, Ruth (1990), "Competition, negotiation, or cooperation: Three models for service contracting," *Administration and Society*, 22, 3: 317-40.

Cohen, Steven (2001), "A strategic framework for devolving responsibility and functions from government to the private sector," *Public Administration Review*, 61, 4, July/August: 432.

Romzek, Barbara S. and Jocelyn M. Johnston (2005), "State social services contracting: Exploring the determinants of effective contract accountability," *Public Administration Review*, 65, 4, Jul/Aug: 436-49.

Behn, Robert D. and Peter A. Kant (1999), "Strategies For Avoiding the Pitfalls of Performance Contracting," *Public Productivity and Management Review* 22 (June): 470-89.

6. Jumping into the Trenches: Managing in a Networked World

McGuire, Michael (2006), "Collaborative public management: Assessing what we know and how we know it," *Public Administration Review*, 66, Nov/Dec: 33-43.

Bryson, John M., Barbara C. Crosby, Melissa Middleton Stone (2006), "The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature," *Public Administration Review*, 66, S1: 44-55.

Wise, Charles R. (2006), "Organizing for homeland security after Katrina: Is adaptive management what's missing?" *Public Administration Review*, 66, 3, May/June: 302.

Johnston, Jocelyn M. and Barbara S. Romzek (2008), "Social Welfare Contracts as Networks: The Impact of Network Stability on Management and Performance," *Administration and Society*, 40, 2, April: 115-146.

Klijn, Erik-Hans, Jurian Edelenbos, and Bram Steijn (2010), "Trust in Governance Networks: Its Impacts on Outcomes," *Administration & Society*, 42(2) 193-221.

7. The "P" Word – Managing in a Performance-Oriented World

Behn, Robert D. (2003), "Why measure performance? Different purposes require different measures," *Public Administration Review*, 63, 5, Sep/Oct: 586.

Joyce, Philip G. (1993), "Using performance measures for federal budgeting: Proposals and prospects," *Public Budgeting and Finance*, Winter: 3-17.

Radin, Beryl (2004), "The Dark Side of the Performance Movement: Unanticipated Consequences or Faulty Assumptions?" presented at the 2004 APPAM Conference.

Bohte, John and Kenneth J. Meier (2000), "Goal displacement: Assessing the motivation for organizational cheating," *Public Administration Review*; Mar/Apr, 60, 2: 173-82.

Rubenstein, Ross, Amy Ellen Schwartz and Leanna Stiefel (2003), "Better than raw: A guide to measuring organizational performance with adjusted performance measures," *Public Administration Review*, Sept/Oct, 63, 5: 607-615.

Kellough, J. Edward and Lloyd G. Nigro (2002), "Pay for performance in Georgia state government: Employee perspectives on GeorgiaGain after 5 years," *Review of Public Personnel Administration*, 22, 2: 146-66.

Rosenbloom, David H. (2007), "Reinventing administrative prescriptions: The case for democratic-constitutional impact statements and scorecards," *Public Administration Review*, 67, 1, Jan/Feb: 28-39.

8. NPM

Frederickson, H. George, and Edmond C. Stazyk (2010), "Myths, Markets, and the 'Visible Hand' of American Bureaucracy, in Robert F. Durant, ed., *The Oxford Handbook of American Bureaucracy*, Oxford University Press.

Meier, Kenneth J. and Laurence J. O'Toole, Jr (2009), "The Proverbs of New Public Management: Lessons From an Evidence-Based Research Agenda," *The American Review of Public Administration*, 39, 1: 4-22.

Moe, Ronald (2001), "The emerging federal quasi-government: Issues of management and accountability," *Public Administration Review*, May/June, 61, 3: 290-312.

Piotrowski, Suzanne J. and Rosenbloom, David H. (2005), "Nonmission-based values in results-oriented public management: The case of freedom of information," *Public Administration Review*, 62, 6, Nov/Dec: 643-57.

Ingraham, Patricia W. and Amy Kneedler Donahue (2000), "Dissecting the black box revisited: Characterizing government management capacity," in Carolyn J. Heinrich and Laurence E. Lynn, Jr., eds., *Governance and Performance: New Perspectives*. Washington: Georgetown University Press. (Similar to chap in Brudney, O'Toole and Rainey).

Riccucci, Norma M. and Frank J. Thompson (2008), "The New Public Management, Homeland Security, and the Politics of Civil Service Reform," 68, 5, Sept/Oct: 877-90.

9. Implementation

O'Toole, Laurence J. (2000), "Research on Policy Implementation: Assessment and Prospects," *Journal of Public Administration Research and Theory*, 10, 2: 263-289.

Weissert, Carol S. and Malcolm Goggin (2002), "Nonincremental policy change: lessons from Michigan's Medicaid managed care initiative," *Public Administration Review*, March/April, 62, 2:206-216.

Brewer, Gene A. and Sally Coleman Selden (2000), "Why elephants gallop: Assessing and predicting organizational performance in federal agencies," *Journal of Public Administration Research and Theory*, 10, 4: 685-711.

Brodkin, Evelyn Z. (2007), "Bureaucracy Redux: Management Reformism and the Welfare State," *Journal of Public Administration Research and Theory*, 17: 1-17.

Keiser and Miller (2010), "The Impact of Organized Interests on Eligibility Determination: The Case of Veterans' Disability Compensation," *Journal of Public Administration Research and Theory*. 20(2):505-531.

10. Federalism, IGR, and Management

Wright, Deil (1990), "Federalism, intergovernmental relations, and intergovernmental management: Historical reflections and conceptual comparisons," *Public Administration Review*, 50, 2, Mar/Apr: 168-78.

Agranoff, Robert and Michael McGuire (2004), "Another look at bargaining and negotiating in intergovernmental management," *JPART*, October, 14, 4: 495-512.

Walters, Jonathan and Donald Kettl (2005), "The Katrina Breakdown," *Governing*, December, p.20-25.

Radin, Beryl A. (2000), "Intergovernmental Relationships and the Federal Performance Movement," *Publius: The Journal of Federalism*, Winter.

U.S. GAO (2002), *Human Services Integration: Results of a GAO Cosponsored Conference on Modernizing Information Systems*, GAO-02-121.

11. Accountability, Politics, Democracy, and other Managerial "Constraints"

Romzek, Barbara S. and Melvin J. Dubnick (1997), "Accountability in the Public Sector: Lessons From the Challenger Tragedy," *Public Administration Review*, May/June 47: 227-38.

Posner, Paul "Accountability Challenges of Third-Party Government," in Lester M. Salamon, ed., *The Tools of Government: A Guide to the New Governance*. New York: Oxford University Press.

Waterman, Richard W. and Kenneth Meier (1998), "Principal-agent models: An expansion?" *Journal of Public Administration Research and Theory*, April, 8, 2: 173-202.

Meier, Kenneth J. and Laurence J. O'Toole, Jr. (2006), "Political control versus bureaucratic values: Reframing the debate," *Public Administration Review*, 66, 2, Mar/Apr: 177.