SYLLABUS

Public Management and Leadership—PUAF 711–0301
Professor Elizabeth M. Duke
Fall 2011

Location—VMH 1107
Time—9:15-11:45
Office hours: Tuesday 8:30-9:15 am and 4:00-5:00
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Course Description and goals:
The major goal of this course is to help equip students with knowledge of management and leadership concepts and practice essential to performing successfully and responsibly in public organizations. The course begins with a discussion of the field of public administration and moves into an examination of structural issues, public sector innovation strategies and decision-making approaches and mechanisms. We will examine the “people” side of governmental organizations including management and leadership roles within public organizations. Many case studies are examined in depth to provide real life context for the course content.

A major objective of the course is to go beyond a conceptual framework of public management and leadership by helping students develop the knowledge, insights and skills necessary to manage and lead public organizations. Differences in world views of practitioners and scholars will add to the richness of the course. A variety of academic and life experiences among the students will further enrich the class and be treated as assets.

Learning will be through a variety of approaches and class participation will be expected. Individual, small group and large group work will be included. Some projects will require consultations outside of class hours. Respectful and courteous behavior toward the Professor and all classmates is expected. Anything less than that will result in dismissal from the session and loss of credit for that individual class, impacting on the class work component of the final grade.

This class is both practical and theoretical. READING ASSIGNMENTS FOR THE DAY WILL BE USED IN CLASS THAT DAY AND IN LATER SESSIONS. The course will also include lectures, discussion, case studies, films, simulations, role plays and other experiential learning.

The schedule shows some assignments to be read by ALL members of the class. It also shows many assignments which are available as CHOICE readings for selection by single individuals. A list of available Choice assignments and a sign-up sheet will be passed out at the first class. All class members will have at least one choice assignment. Volunteers for choice assignments will provide a 10 minute (not more) oral presentation to the class which may be accompanied by power point slides, but must be supported by a one-page (no more) abstract/executive summary which will be provided to all members of the class and to the professor.
The goals of the CHOICE activity are to develop skill in abstracting complex material into one page documents, to build briefing excellence and to work smarter, not harder as a team/class. The choice reports should be framed by taking note of the topic for the session/units for which it is assigned and the ALL readings for the week and the session description in the syllabus. The written one page report which will accompany the oral report should conclude with one or two questions which could be used to elicit class discussion. Please note that the way the choice reports and/or associated questions will be used will vary with the class design of the day. Most will be presented by the choice reporter to the whole class individually or as part of a panel, some will be used in small groups while others will be used as consultant reports to aid group work.

Two textbooks are required. The first is Donald Kettl’s *The Politics of the Administrative Process*, 2012 (5th ed), CQ Press. In the syllabus, it will be noted as K. Used copies of earlier editions are widely available at significant discounts, but the new 5th edition is significantly updated and includes many more cases than the previous editions. Lack of the updates and lack of access to the new cases will disadvantage users of earlier editions. Should you choose to use the earlier edition, it will be your responsibility to fill in the missing material for your study.

The second required text is Charles Goodsell’s *Mission Mystique: Belief Systems of Public Agencies*, 2011, CQ Press. In the syllabus, it will be noted as G. It offers a framework for studying organizational missions and several local, state and federal case studies. Other materials will be provided through Blackboard at library course reserves.

Attendance and other policies: Given the process of accomplishing the goals of the course through a team effort, one cut will be permitted only for extraordinary reasons. Additional cuts will significantly impact on your class grade, negatively effecting your final grade for the course. Recognition of absences for religious observations and illness/emergencies will be honored. On-time arrival will be expected and significant lateness will be regarded as a cut. Should you be late for class or have to miss a class for any reason, it is your responsibility to make arrangements with other classmates to get the missed announcement and materials.

Laptop use is permitted in the class, but use of the laptop for matters not involved in this course will result in the session being counted as a cut.

Case Studies: There will be six (6) Harvard case studies in the course. Teams will be set up to lead the case study discussions (A list of teams will be handed out at the first session). One or two additional cases will serve as the basis for a one-page memo assignment. Cases are available for purchase online at [www.ksgease.harvard.edu](http://www.ksgease.harvard.edu). Be sure to mark your status as “Academic” to receive a substantial discount on the purchase price, but please consider this expense as part of your book budget for the course, rather than as an “extra.”

Each of six teams will lead the discussion of one of the Harvard cases which will be read by the entire class. On the day of the case discussion, the leading team will hand in to the professor a three (3) page paper providing a very tight analysis of the case. (This paper does not have to be handed out to the entire class.) This analytic effort should serve as the foundation for a discussion led by the team, involving the whole class, focusing on some significant issues raised
by the case. THE TEAM IS TO ASSUME THAT THE ENTIRE CLASS HAS READ AND
MASTERED THE CASE, SO NONE OF THE TEAM'S TIME SHOULD BE SPENT
DESCRIBING OR LISTING THE FACTS OF THE CASE. ALL OF THE TEAM TIME
IS DEVOTED TO FOCUSING ON DISCUSSION THE ISSUES IN THE CASE. By
relating the case to the material studied up to that point in the course, the group should elicit from
the class, discussion of major issues and significant learning to be garnered from the case. This
is a shared responsibility:

1) The team has the responsibility to think through the issues, to phrase the significant
discussion questions about management and leadership issues involved in the case (the
team may engage in discussion among themselves as a means to stimulate class
discussion if they wish, or use any appropriate, helpful creative technique to focus the
class learning on the major issues of the case—never losing sight of the case in the process,

2) the class has the responsibility to be fully prepared to engage in meaningful discussion
with the leadership team about the major issues and options raised by the case.

While the team will receive a “team grade” for the leadership effort on the case, each individual
member of the team will additionally receive a personal grade as a result of preparing a
personal one page memo based on the case. This grade will be factored into the case study
grade for each individual. This memo will take the form of advising one of the key role players
in the case about steps he/she could take to improve his/her leadership results in the case. This
personal one page, case-based memo will be due on the day of the case. This paper is designed
to relieve a tension some past team members have felt as a result of the differential contributions
of members of the team.

The motivational approach to the Harvard and other cases in this course should be to consider
case discussion as a learning opportunity so that, when you are in challenging situations later in
your career, you will ask the right questions, recognize ethical dilemmas, adopt successful
solutions and avoid failing strategies.

Role Play: A role play offers an opportunity for you to assume a role and practice the kinds of
roles you will experience in your professional life—either you will be in the role or you will
interact with such a role. A role play is not “wing it” drama. It is expected that you will focus
your role by seeing its relationship to roles and organizations discussed in the textbooks and ALL
assignments. Further, you will need to take the limited facts provided in the role play script and
flesh them out through research on the internet into a position description similar to that which
you are to assume. You will need to seek library and/or internet sources which will add to your
fulsome understanding of the actual case or close, real life analogous cases. Also, when called
upon to role play an organizational position, a role play assumes that you will identify real
organizations whose substantive organizational positions are sufficiently similar to the role play
to afford a good underpinning for the arguments you could employ in the role play.

Some of the roles will be shared between two people while other roles will be solos. If you are
part of a team developing a part for the role play, the above tasks may be shared in the production
of a unified, strategic approach to the assigned role. During the actual role play, YOU may
decide whether one person will play the role with staff support/input from the other team member, or whether both of you will share the “voice” and both speak in the role.

After the role play, EACH PERSON will compile a two page discussion of his/her strategy and focus of the role in the context of the role play scenario, including an assessment of his/her successes and opportunities for improvement based on class readings and work in the course to this point in the course (Due at class 13)

Examinations:
No midterm in this course. In lieu of a mid-term exam, the role play and the individual written reflective essay/strategy assessments and other written assignments will be averaged into the class work grade.
No long paper: In lieu of a long paper, there will be short papers (See below)
Final examination: An integrative, largely case-based exam linking theory and practice will be the focus of class on December, 13th.

Papers: four short papers-- two (2) one-pagers and two (2) three-page “white papers;”

ONE-PAGE MEMOS: You will be required to do two single-spaced, one-pager memos based on specific cases assigned for this purpose. In these instances, everyone in the class will be doing the same case at the same point in the course, as contrasted to the CHOICE assignments where only one person in the class will be responsible for each of the CHOICE reports. For the purposes of the one pagers, as a general rule, write the memo to me as if I were serving in the role appropriate to receive it. Use the UMD/SPP memo writing instructions from the website. The focus of the one pagers is analysis of the situation and tactical advice to address the issues. (Two one pagers: one (disability) due at class 3. The other (Sockeye) due at class 7. The topics for these are listed on the syllabus at the due date.

WHITE PAPERS: NO MORE THAN THREE PAGES, SINGLE SPACED. I will refer to these as “white papers.” When I use the term, I mean a strategic study of the topic, including a sharply focused identification of the issue(s), a concise statement of the relevant background, an analysis of the issues with an overview of the main implications of the issues and some of the relevant resolutions suggestions, including your recommendations, as well as some of the decision points and implementation challenges involved. (Decision points looks to the time based drivers of issues, such as budget calls, OMB or Congressional deadlines, etc.)

White paper due at class 9:
Your boss is a new political appointee in a unit of the Securities and Exchange Commission (SEC) where you are a management analyst. He/she has read newspaper reports about allegations that files were illegally destroyed at the SEC over a long period of time, spanning several Administrations.

The boss recognizes that the situation is a set of very complex issues. He/she has asked you write a white paper to inform him/her about the matters involved and develop options and make recommendations to him/her about how to proceed to insure that your unit overcomes the
problems of the past and is above reproach during his/her tenure.

**White Paper due at class 14:**

GAO published a report in March 2011 titled *Opportunities to Reduce Potential Duplication in Government Programs, Save Tax Dollars, and Enhance Revenue.* (GAO-11-318SP March 1, 2011, Full Report, 345 pages, PDF accessible text) In Section I of the report, GAO presented 34 areas where "unnecessary duplication, overlap or fragmentation exists, the actions needed to address such conditions, and the potential financial and other benefits of doing so."

From that list of 34, I have identified four "areas" of which you may choose one to study for this paper (Food safety, surface transportation, homeless policy, arms control/non-proliferation). Assume that you are a special assistant/management analyst supporting the new head of a primary agency or unit mentioned by GAO in the "area" you have chosen. Assume that the new political appointee has asked you to figure out what this recommendation by GAO is all about, put it into context of a broad range of previous such recommendations/efforts, if any, show him/her the implications of this recommendation by GAO and its implementation challenges for your agency, and give him/her a sense of what he/she will need to do to respond to this guidance.

This assignment will require library and/or internet research to provide a factual basis for your discussion, and that you have a good sense of the management and leadership issues in public service, but as in all of the short papers in this course, it does not assume that your area/will become an "expert" on this area.

**Grading:**

- Case studies (team and individual assignments) 10%
- Two one page memos and two white papers 30%
- Short quizzes (if necessary) and final exam 30%
- Class work, including "choice" reports, thoughtful, informed participation, role play reflective essay/strategy assessment and other short written assignments 30%

**POLICY ON SCHOLASTIC DISHONESTY:** The University of Maryland, College Park has a nationally recognized code of academic integrity, administered by the Student Honor Council. This Code sets standards for academic integrity at Maryland for all undergraduate and graduate students. As a student you are to be aware of the consequences of cheating, fabrication, facilitation, and plagiarism. Please be sure to understand these policies fully.

Please note that I will randomly check papers electronically. If I suspect plagiarism, I will check those papers specifically. Also, please note that stringing together direct quoters or highly paraphrased sections of another person's words, does not constitute personal authorship of a graduate-level written product and, even if properly cited and included in a bibliography, will negatively impact your grade.
**SCHEDULE:**
Class 1  
9/6/11

**Introduction** – This will be a full class session

This session will involve general introductions, overview of the course and discussion of the syllabus and grading, as well as team assignments. **Always** bring your syllabus and reading materials/notes with you to class. We will work from the material in Kettl and Goodsell.

Reading:
All: (required reading for everyone in the class for today)
K, ch. 1 (Always read the cases at the end of K’s chapters)
G, pp. 1-5 and 14-25
Constitutionalism, Democracy and Public Administration

This session will put public administration within the context of American Constitutionalism, Democracy and Capitalism. A number of practical, theoretical and normative issues will be addressed. The Katrina case and crisis management will be led by Team 1.

Reading:
All:
  K, ch. 2
  G, ch. 3 (The Weather Service)

Choice:

  Louise Comfort, et al., “Retrospective and Prospective...” PAR, October 2010, pp. 669-677


  (www.boozallen.com/publications/what-it-takes-to-change-government)

Case:
  Katrina, A and B (#15-06-1843.0 and C15-06-1844-0) Team 1
The Nature of Public Administration

This session will be an overview of the field of public administration, including the historical development of the field and discussion of similarities and differences in managing and leading in public, private and not-for-profit organizations.

Readings:

All:
K, ch. 3
G, pp. 5-13

Choice:

Hood and Yesilkagit, PAR, August 2010, pp. 527-537

Paper due:
Disability one pager due: Harvard (C16-93-1181.0)
Administration in a Democracy; Budgeting

The American system of government is very large and complex—by design. Bureaucracies exist within the Constitutional context of a Federal system with separation of powers and checks and balances at all levels and across levels. This unit will address the reasons for this complexity and its strengths and weaknesses. It will pay particular attention to budgeting as a way of expressing priorities and its link to program performance measurement efforts, all of which aim at assuring greater accountability and getting better outcomes for the taxpayers.

Readings:

All:
K, ch. 11
G, ch. 2 (National Park Service)
Emily Long, “Former Park Police Chief Reinstated,” Government Executive, January 12, 2011 (2 pages)


Choice:

Choice for three (3) students as a team: Chambers/Park Police
Each person of the three student team will read the entire case (US Merit Systems Protection Board 2011 MSPB 7, Teresa C. Chambers v Department of Interior, January 11, 2011). The team may apportion responsibility for reporting on specific portions of the decision. My suggestions for their consideration are:

Whole team focus:
Overview, paragraphs 1-15 and Clear and Convincing Evidence, paragraphs 28-30
And Order, paragraphs 73-78, Rose 1-5
Student 1: Protected Disclosures, paragraphs 16-27
Student 2: Charges 3, 5 and 6 paragraphs 31-57
Student 3: Motive to Retaliate, paragraphs 58-72
Special Publics: Media and Interest Groups

This class will focus on the special roles of the media and interest groups in American political life. The right to petition your government and freedom of the press and speech are constitutionally guaranteed rights. As such, public leaders must understand these unique roles and the rules associated with interactions with these special publics in order to be prepared to manage and lead within this context.

Readings:

All:
G, ch. 4 (Centers for Disease Control and Prevention)

Rauch, Jonathan, “Demosclorosis” (the original article, in National Journal, September 5, 1992 (google Jonathan Rauch, articles and scroll down to this article.)

Choice
Brent Cunningham, “Rethinking Objectivity,” Columbia Journalism Review, July/August 2003, pp. 24-32 and


Case:
US Department of Agriculture (C16-98-1435.0; C 16-98-1436.0)
   Team 2 will lead
Organizational Theory

Structure is never perfect, so many arrangements offer opportunities for creative management of tensions associated with structural weaknesses while harvesting the advantages of its strengths. Many theories focus on different elements of those strengths and weaknesses. Often, organizations in related policy arenas display significant differences in approaches to problems. Some are related to history, culture and leadership, but others are functions of original organizational structure, changes over time, and reactions to proposals for future change.

Readings:
All:
K, chs. 4,6 (5, skim)

Dye, Understanding Public Policy, 13th ed, ch. 14 (Homeland Security)

Choice:

Case:
Indianapolis A and B (C18-95-1269.0 and C18-95-1270.0)
Team 3 will lead
Inherent Problems and Innovation: Structure, Function, Values

When a governmental manager goes to work in the morning, he/she will face numerous issues for which there are no ‘right’ answers and the phrase, “damned if you do; damned if you don’t” will ooze into the problem-solving deliberations more often than not. Many times, these challenges are the result of inherent conflicts of values. Revitalization of agency missions to assure successful accomplishment of the public good often involves innovation to realign structure and purpose with functions and values.

Readings

All:
K, pp. 195-213 and 400-431
G, Ch. 6 (Virginia State Police)

Choice:

Phillip J. Cooper, “The Duty to Take Care: President Obama, Public Administration and the Capacity to Govern, PAR, January/February 2011, pp. 7-18


Case:
Business Process Transformation at the CIA (A,B and Epilog)
CR 16-99-1515.0; CR 16-99-1516.0; CR 16-99-1516.1

Paper due: One pager on Harvard Case: The Ad Hoc Conference and Sammy Soekeye (CR 15-04-1751,0)
Organizing and Using Performance Information
Guest Professor: Kenneth S. Apfel

This session will focus on performance measurement/management – both aimed at strengthening the use of information in decision making, assuring greater accountability and getting better outcomes.

K, pp. 213-17, 431-35, 501-04 and Case #7.2 (pp. 228-29)

Moynihan: “Performance Management as Doctrine” from The Dynamics of Performance Management, Georgetown University Press, 2008

OMB Summary on Performance Measurement

Behn: “One Approach to Performance Leadership,” APPAM 2003 Fall Conference (all but summary on page 17 is optional)

National Academy of Public Administration, “Achieving Real Improvement in Federal Policy and Program Outcomes, October 2008 (quick skim)

Broadnax, “SSA and Performance Management” from Quicker, Better, Cheaper, 2001 (skim first half, focus on second half)

Behn: Manager's Choice #6, “Building a Fire Under the Building Department
Class 9  11/1/11  Managing People: Human Resources Management

Human beings act. Human beings decide. Human beings think and serve. Government is not carried out in the passive voice. It is an active, engaged workforce designed, recruited and led to insure that the right people are in the right places, at the right time, so that the public’s business can be carried out with creativity, integrity and efficiency. Today’s class will focus on the human capital challenges of public service and will examine a number of cases to reflect on the theoretical and practical challenges of human resource management.

Readings:

All:
K, chs. 8, 9

Choice:

Paper due: White paper (3 pages) on SEC records management (see introduction for details)
Individual Management Styles and Cross-Generational Leadership

One aspect of the current scene which challenges both the private and public spheres is the reality of several generations sharing the same workplace with different approaches to life and work. This session will look at different individual management styles with particular attention to the challenges of cross-generational leadership.

Readings:
All:
G, ch. 7 (The Peace Corps)

Choice:
Mark Newman, "The Millennial Generation," ch. 2

Role Play
Act I
Making and Implementing Decisions

This class will focus on decision making mechanisms, using NASA's Space Shuttle experiences and its future direction as a case study. It will address issues involved in policy formulation and implementation.

All:
K, ch. 10
Wilson, Bureaucracy, pp. 369-78

Team Assignments:

The Presidential Commission on the Space Shuttle Challenger Accident (NASA website)
  Team 1, ch. 5
  Team 2, ch. 7
  Team 3, ch. 8

Columbia Accident Investigation Report (NASA website)
  Team 4, pp. 101-118
  Team 5, pp. 166-170 and 177-192
  Team 6, pp. ch. 8 (pp. 195-203)

Using the division of labor laid out above, the Challenger group and the Columbia group will share their three reports and integrate them into a single, unified report which will be handed in to the professor with copies available to the whole class. These two group reports will serve as the basis for each group's contribution to the colloquy about NASA's past decision making, what it can learn from that past, its policy implementation capabilities and its capacity for a future strategic redirection of mission, such as the approach set out by the Augustine Blue Ribbon panel.

Role Play
Act II

Paper due today: Each team will hand in its report on its chapter. (Total = 6)

The composite, integrated group report for the Challenger group and for the Columbia group will be handed in and copies will be made available to the whole class. (Total = 2)
Administration in a Democracy: Leadership and Leading Change

This class will continue the discussion of leading and managing in a democracy. It will emphasize the similarities and differences in leading and managing organizations in the public sector as contrasted to the private and not-for-profit sections and the opportunities for partnerships across the sectors to accomplish the public good. The impact of the unique American heritage provides strengths and challenges for public managers which will also be addressed in this class.

Readings:

All:
K, ch. 13
G, ch. 5 (Mecklenburg County Social Services)

Choice:
Gardner, "Nature of Leadership," pp. 1-10

Oakley and Krug, Leadership Made Simple, pp. 1-31 and chs. 4,12

Apfel, "Charting the Course in a Time of Transformation at SSA"

Case:
Washington State Workers Compensation Administration: Reforming a Culture of Despair, A and B (C107-96-1317.0 and C107-96-1318.0) Team 5 will lead.
Ethics and Administrative Responsibility

Ethical conduct is the essence of a career in public service. It is a noble calling, one which requires the highest standards of integrity and ethical judgement. You can neither manage nor lead without a firm commitment to ethical standards. Developing systems to institutionalize these high standards and to insure public accountability are important aspects of all senior leadership positions. We will examine a number of cases.

Readings:
All:
K, ch. 14


Choice:

Paper due: Reflective essay on role play (see introduction for details)
Innovation: Enhancing Mission Accomplishment

This session will focus on the challenges associated with accomplishing public organizational missions and the necessity for innovation to insure success in the rapidly changing environment of the 21st century. The role of sound, information-based management, creative leadership of human resources, and understanding and connection of mission mystique to mission accomplishment will be addressed.

Readings:
All:
G, ch. 8

Choice:
Sanford Borins, "The Challenge of Innovating in Government,"
IBM Center for the Business of Government, 2006, pp. 9-35

Case:
Oregon Benchmarking Case (C16-99-1554.0 and C 16-99-1554.1
Team 6 will lead.

Paper due: White paper (3 pages) on GAO Opportunities to Reduce Duplication... (see introduction for details)
Final Examination

Overview and the future

Examination