

Public Affairs 885

Semester II Spring, 2019-20

Paul R. Soglin

Syllabus

Seminar: Advanced Public Management

Class email: pubaffr885-1-s20@lists.wisc.edu

Effective public management requires considerable skill and knowledge. It is necessary for individuals to develop effective practices to lead coach and manage the organization. The human and financial resources of public agencies are limited. Through better management agencies will achieve their policy goals.

This course recognizes the creative dimensions of public management as well as lessons learned from the private sector. We will learn both through an examination of relevant literature and through observation and participation, how specific individual and agencies practice their management in the public service.

A key component of this course is the mentor program. Students will observe and discuss management technique with noted managers in education, state and local government, health and the non-profit sectors. Students will observe, critique, and report important management styles and techniques. The student and the mentor may choose to have the student actively participate in resolving a specific public management issue.

The course will begin with a general discussion of management techniques and then move on to issues of culture, regulation, quality, transformation, and personnel matters. Students will provide reports on their findings in the mentorship program. Finally, the course focuses on difficult management issues pertaining to bias, both perceived and real.

This course is about thinking. Frequently we will refer to current events such as the ongoing debate over health care or LGBTQ rights. The week of February 4, 2020 we will focus on issues of government regulation and the Boeing 737 MAX. Current public debate is mostly focused on the legislative process. Yet there are elements of public

management central to the discussion. Students are expected to be knowledgeable about these issues and related topics.

Exams and Papers

Student responsibility includes the preparation of:

- Commentators: A report on one of the class readings with a written, an oral presentation, and leading the class discussion. The written report shall be no longer than three pages, double spaced and emailed to the entire class by 8:00 PM the Monday preceding class. **The readings for assignment are highlighted in red.**

We need a volunteer for the first week, Kemmis. If there is no volunteer, I will select a student the week before class. The rest of the reading assignments will be selected the first week of class when we select the mentors. Each report will constitute 5% of grade. The two reports will constitute 10% in total.

- A paper of five (5) pages due February 25, 2020 on **Rumsfeld and the Prisoner Abuse Case (23)** which we will discuss on February 18. The purpose of this exercise to learn how to present a memorandum on a complicated subject that is concise and complete. This is practice for your mentorship written and oral presentation (Each student will be given 15-20 minutes to present their mentorship paper at the end of the semester.). (10% of grade)
- One paper, up to 10 pages double-spaced, using the readings through March 3, 2020, due March 10, 2020, specific instructions will be given in class. The assignment will be handed out on February 25, 2020 (40%)
- One report, up to 14 pages, on the mentoring experience, presented to the seminar between April 14, 2020 and April 28, 2020 (40%) and

*Each student will sign up (commentator) to lead the opening discussion on a section of the reading material. Sometimes two students will have this responsibility each week. No later than 8:00 PM on the Monday prior to presentation, the students will email to the entire class a three-page report on the assigned readings.

Use Times New Roman 10 or 12, or a similar font with standard margins for all papers.

Readings (Books)

D. Kemmis, *Community and the Politics of Place*

Anne E. Khademian, *Working With Culture*

Peter Scholtes, *Leadership Handbook*

Course Outline

- January 21 Introduction to course – case method of study
MORETOOLS: A Framework for Analyzing Management Dilemmas ``
(1)
Selection of Mentors
Kemmis, *Community and the Politics of Place*, all
Woodrow Wilson, *The Study of Administration* (2)
Max Weber, *Bureaucracy* (3)
Moynihan, *Public Participation after 9/11: Rethinking and Rebuilding Lower Manhattan* (4)
- January 28 Continue discussion on **Kemmis** and issues pertaining to management
Ruckelshaus and the EPA (5) case
deLeon, *The Democratic Ethos and Public Management* (6)
Lynn, *Democracy's "Unforgivable Sin"* (7)
Introduction to Deming
Deming 14 Points (8)
Deming's Seven Deadly Sins (9)
Introduction to Edgar Schein *Organizational Culture and Leadership*(10)
Ted Nellen notes re Schein, *Defining Organizational Culture* (11)
- February 4 Wilson, Mission, etc, from ***Bureaucracy Chapter 6, pp157-175*** (12)
Ott, *Organizational Culture Perspective* (12)
Scholtes, *Leadership Handbook*
Chapters 1-3
Chapters 4-6
- February 11 **Khademian, *Working with Culture***, all
A Change of Leadership at the Local Education Authority (13)
Regulation – Business or Government (14)
Benefits and Limitations of Industry Self-Regulation for Online...(15)
Not Just Airline (16)
Federal Aviation Administration Sky Library Summary (17)
Who Regulates the Airlines? (18)
Mary Schiavo Interview on FAA "Tombstone Mentality" (19)
How The FAA Allows Airlines to Self-Regulate (20)
Why Can't the FAA Learn? (21)
The Many Human Errors that brought down the Boeing 737 Max. (22)
Yackee and Haeder, Boeing 737 Max (23)
Boeing Requiem for a Dreamliner, New Yorker, etc. (24)

- February 18 Continuation of discussion of reading for February 11
Rumsfeld and the Prisoner Abuse Case (25)
- February 25 **Scholtes, Leadership Handbook**
Chapters 5-7
Chapters 8-10
Hurricane Katrina: A Man-Made Crisis (26)
Bolman and Deal, *The Power of Reframing (27)*
Downsizing at the Dodge Clinic (28.1 and 28.2)
- March 3 Pollitt, *Is the Emperor in His Underwear? (29)*
Roberts, *The Reform Bubble Bursts (30)*
Rainey, *Managing Successful Organizational Change in the Public Sector (31)*
Improving Decision Making and Patron Service in the King County Library (32 A, B, C)
- March 10 Continue **Scholtes**
First Paper Due
Discussion of Mentorships.
- March 17 Spring Break
- March 24 *Denise Fleury and the Minnesota Office of State Claims (33)*
Rainey and Chun, *Public and Private Management Compared (34)*
Romzek, *State Social service Contracting: exploring the Determinants of Effective Contract Accountability (35)*
Discussion.....first paper
- March 31 **Seattle Racial Social Justice Initiative (36)**
Gossett, Lesbian, Gay, Bisexual, and Transgendered Employees in the Public sector (37)
Dresang, **Human Resources Management**
Chapter 4 *Diversity (38)*
Chapter 5 *Productivity (39)*

April 7 Dresang and Gossett continued
Semester Review

April 14 Reports on Mentorship
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April 21 Reports on Mentorship
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April 28 Reports on Mentorship
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Study Guidance *for Donald Rumsfeld and Prisoner Abuse At Abu Ghraib*

Think of yourself as a close and trusted advisor to Donald Rumsfeld, and draft a memo that provides thoughtful analysis of the situation, and proposes strategies for addressing the Abu Ghraib prisoner abuse scenario. Recognize that Rumsfeld is busy and besieged and will need a clearly reasoned, concise and confidential memo that he will take seriously. Whether or not you think he should resign, is not the focus of your task.

The situation still must be addressed, whether Rumsfeld is in the chair or not. While there are political considerations, this task calls for dispassionate analysis focused on the objectives surrounding the treatment of prisoners and its implications for Rumsfeld's broader objectives and ability to effectively forward the mandate of the Department of Defense. As a professional and a respected senior adviser to past presidents of both parties, and to previous defense secretaries and secretaries of state, you will quickly examine in your own mind, and then set aside, any personal political or ideological leanings, and use the skills you learned way back in graduate school to assess the situation and determine what strategy and actions really would add value. You should develop a sound analysis of the underlying problems using Moore's Strategic Triangle, the "Framework for Analyzing Management Dilemmas" or any other applicable

frameworks to formulate your analysis and strategy, although you may follow a memo format that is practical for your audience—someone who is not familiar with these specific frameworks. Based on your careful analysis and well reasoned arguments, prescribe a practical and effective strategy for him to address the issues he now faces as a result of the abuse allegations.

Consider the strategic leadership dimensions of this case—the short and long term objectives, the operational questions and what actions would be necessary to preclude further occurrences and what is needed to restore confidence that has been damaged. Think about the authorizing environment, which is larger and more complex than most, and consider how to affect policies that you think require attention or revision.

Consider the media and legislative relations with Congress and, where applicable, be conscious of coalitions and alliances that might be important, and how to build or rebuild them. You may choose to provide a short executive summary at the beginning of the memo that summarizes the important problems you have identified, and outlines the strategy for overcoming what has become a full-blown political crisis. The memo should be no longer than five pages, double-spaced, including the executive summary.

Additional Readings (optional):

Robert Behn, *Rethinking Democratic Accountability*; Washington D.C., Brookings Institution Press, 2001, Chapters 1 & 4.

Mark Moore, *Creating Public Value, Creating Public Value: Strategic Management in Government*; Cambridge Mass. Harvard University Press, 1995, Chapter 4.

Edgar Schein, *Organizational Culture and Leadership*, San Francisco, CA, Jossey Bass, 2004

Mary Walton, *The Deming Management Method*, Perigee Books,

Arthur M. Okun, *Equality and Efficiency: The Big Tradeoff*