

**Tennessee State University  
College of Public Service and Urban Affairs  
Department of Public Administration**

**This is a sample for prospective students. Current students should NOT purchase books based on this - consult your instructor!**

PADM 7220 Seminar in Administrative Management

Coordinator: Ann-Marie Rizzo, Ph.D.

[arizzo@tnstate.edu](mailto:arizzo@tnstate.edu); 615 963 7250

Office Avon Williams, 4<sup>th</sup> floor, Suite F: 405

Classroom AWC 287

Fall term, 2014

Mondays 5:30-8:30 PM

Office hours:

Mondays 3:00-5:00 PM

Tuesdays/Thursdays 12:30-4:00 PM

*Catalog description:*

This seminar emphasizes management tools as applied to public institutions. 3 credits.  
Required for Ph.D.

This course will explore management topics of interest to those attempting to grasp public sector distinctions. This will include public management conceptual frameworks with exploration of public-private comparison followed by tools and techniques of program evaluation, strategic planning and data use, and decision analysis tools.

The course will explore tools, methods and approaches for doctoral students in public administration. Several classes will be dedicated to scholarly writing, software applications, and writing comprehensive essays.

The schedule divides the course into four topics:

- I. Public management frameworks and issues (Rizzo)
- II. Program evaluation (Stanley)
- III. Strategic Planning and Data Driven PA (Chilton)
- IV. Decision Science and Public Administration (Streams)

## Evaluation

---

a. Topic statement Due September 22	10%
b. Literature Review Due December 1	40%
c. Final essay examination December 8	35%
d. Participation	15%

### Topic Statement (10%)

The topic statement is the first step in developing the larger and more comprehensive literature review, described more fully below. The statement should consist of one to two pages of a concisely worded research statement. Describe a topic within public management, i.e. the management of public organizations, which you would like to investigate. For our purposes public management concentrates on government employees' functions (at all levels) or the management and coordination processes within a government agency. These need not be limited to intraorganizational activity but can incorporate boundary spanning tasks and processes as well.

Your topic should relate to one of the themes/areas of focus for this course, which are the following:

- Public management frameworks and issues (such as public management reform efforts, intra and interorganizational networking, hybrid management, government productivity issues and approaches, quality improvement, government workforce planning/development)
- Program evaluation
- Strategic Planning
- Data-driven public administration
- Decision science and public administration

Whichever area your topic falls in, however, the resulting literature review paper must cover theory and empirical work on the topic *from the scientific literature*. The development and refinement of ideas and testing of hypotheses in public administration by scholars is what you are trying to understand. You are **not** trying to prove a point about some program, write a case study or prepare a brief for practitioners. So, for example, an *unsuitable* topic would be "What has program evaluation told us about Head Start's effectiveness?" (too applied and single program-focused) or "How can decision analysis be used to improve public agency functioning?" (too broad and somewhat practitioner-oriented) A *suitable* topic, on the other hand, would be "Methodological innovations in public program evaluation since 1970" or "What can the literature tell us about the values healthcare administrators rely on in making decisions?" or "A review of the empirical literature on the impact of GIS technologies on local public administration" Those are somewhat random, and you can no doubt come up with better topics, but we hope they serve to get you thinking along useful lines.

This part of the longer literature review project will set definitions and parameters to this topic. You should list some seminal works which serve to illustrate the issue area or topic. At this point you are not expected to comment on those works or generalize on those readings (see Content, below). Simply suggest basic citations which should be included in a sampling of the literature.

As you conduct your research make sure that you narrow your topic to an area of public management. Please avoid general PA and non-profit topics that lie outside the boundaries of this course.

The deadline for submission of the Topic Statement is September 22<sup>nd</sup>.

### Literature Review (40%)

The literature review will generate the background necessary on your chosen topic for the development of a research proposal (at least twenty works should be cited, and the review should be synthetic rather than a catalog).

**Length** – 15 to 20 pages double-spaced 11- or 12-pt Times New Roman, Calibri, Cambria, or Mac equivalents of same.

**Citation (in text) and reference (end of text) format** – APA Author-date style. All cited works must be included in references and vice versa.

**CONTENT:** The goal of this assignment is to explore an area of the literature in public management that is of interest to you as a potential source of proposal ideas, and to write a synthetic literature review which gives the reader an understanding of the development, themes and findings of this area of the literature. By the end of this review project, you should have a sense of potential areas of further development or “gaps” in the literature where you would be able to propose a project (note that that means you need to get up to speed on the development of your topic up to **recent** published work!)

If your topic is so large, however, that twenty to twenty-five works cited will not give a good coverage of its treatment in the literature, you need to narrow it down. You can continue to consult with team instructors whenever necessary to get feedback on your topic refinement.

**FORMAT:** The literature review format is distinct from an annotated bibliography. An annotated bibliography is a list of citations with your synopses associated with each citation. **WE DO NOT WANT AN ANNOTATED BIBLIOGRAPHY FROM YOU** – though you may certainly find it useful to develop a “working” version of one to organize your thoughts and articles during work on the review itself. **In contrast, a literature review is a synthetic document written in paragraphs that traces development of a literature, identifies key themes, and makes connections between different works.** It does not give exhaustive summaries of each article cited – imagine how long that would be for twenty to twenty-five works; certainly more than 15-20 pages. Please note that you are NOT making an argument for one or another position in this literature review – it is not a position paper. All you are doing is documenting

development, themes and connections in the existing work on your topic; at the end you can summarize and briefly suggest possible fruitful areas for future work in the area.

Every well-written journal article and dissertation has portions (usually at the beginning) of literature review, though journal article literature reviews are of necessity shorter. We will provide an example in eLearn: though the citation format is different, it provides the type of document you will be preparing. It is decent, though we are sure you can do as well or better – but at least you get the idea. If questions remain or develop as you work, remember to contact us as soon as possible to ensure that we can resolve these questions.

### **Essay Examination (35%)**

The examination will be held on campus during the last class meeting December 8<sup>th</sup>.

### **Participation (15%)**

Good participation demonstrates a student's depth of understanding, mastery and ability to evaluate and analyze the material.

- **Content mastery:** Students must demonstrate an understanding of facts, concepts and theories presented in readings and lectures. This ability is the basis for all higher level skills and must be demonstrated by classroom contributions and/or response to questions.
- **Communication skills:** These include active listening and understanding, responding appropriately, asking questions in a clear manner, using proper vocabulary, building on the ideas of others. Strive to avoid rambling discussion, loose association or argumentativeness.
- **Valuing:** students should be able to identify the value, worth or importance inherent in the material. In either accepting or rejecting a position, these values should be made explicit.

Regarding attendance, several ground rules may be helpful. The seminar format cannot be effective without quality participation. Regular attendance is essential in this regard. Attendance will be taken during each class. While one absence with justification is tolerable, after two absences the student will be encouraged to withdraw from the course.

**Accommodation** . Contact Patricia Scudder, Director of Students with Disabilities (615-963-7400, Office of Disabled Student Services), preferably in the first two weeks of class, if you need accommodation. The College of Public Service and Urban Affairs, in conjunction with the Office of Disabled Student Services, makes reasonable accommodations for qualified students with medically documented disabilities. The instructor needs to be aware of your status if it will affect your class activities and assignments – before assignments are due.

If you have an accessibility/accommodation issue with any materials provided in eLearn you need to notify the instructor of the issue as soon as possible.

**Academic honesty and plagiarism** . The instructor will follow University procedures in dealing with any instances of plagiarism, cheating, and other types of academic dishonesty in this course (see TSU Student Handbook and Graduate Catalog). You should be aware that penalties can range from a lowered grade on an assignment from what it otherwise would have been, to no credit for an assignment, and on, up to dismissal from the program. Actions actions regarding plagiarism will depend on the severity of the individual case. In a severe case the instructor may elect to assign a grade of zero for the assignment, or pursue other options according to TSU policy as described in the TSU Student Handbook. In summary, you are expected to do your own work and follow academic standards rigorously in crediting the ideas, words and findings of others. It is expected that you have reviewed and understood the *Statement of Academic Responsibility for Written Work* before you turn in any written work in this class, and that you to reflect that understanding in your writing process and written work. Academic honesty is the foundation of the scholarly pursuit of knowledge; if you are not sure what constitutes plagiarism or how to handle a specific instance of crediting another individual's work, feel free to bring these questions to the instructor.

**In general, should you have questions about academic honesty, your performance, or any other issue concerning this course, talk to the instructor as soon as the concern arises throughout the semester.** Problems in this area sometimes arise as a result of feeling pressured as a deadline approaches; promptly bringing questions and problems to the instructor can help to prevent this situation. Plagiarized work is never an improvement on whatever original work with correct citations you are able to generate on your own. This course is part of your training as a scholar, and only evaluation of your genuine effort can serve the learning objective.

## Course Schedule

---

**Please note: the instructors reserve the right to alter this syllabus and schedule to address changed conditions. Students will be notified of any proposed changes in advance.**

In reviewing the course schedule be aware that the eLearn course site dedicated to this course will be used heavily during the semester. If you have yet to master eLearn, know that we will rely on it for course materials, discussion questions and communications. Most likely, readings such as articles will appear only on line. If schedule changes are needed for any reason, this may be reflected on eLearn. You should also regularly check the email address you provide the instructor for any last-minute changes or communications in general.

### 8/25 Introduction (Rizzo)

**This is a sample for prospective students. Current students should NOT purchase books based on this - consult your instructor!**

### 9/8 History of Public Management and Foundation Concepts (Rizzo)

#### I. Public Management Frameworks and Issues (Rizzo)

Much of this introduction to these subjects rests on distinguishing public management from generic and business treatments. While the latter fields are more widely known, the public sector traditionally has carried with it explicit assumptions of its special attributes as well as a deeply held sense of mission uniqueness.

As a result of successfully completing this portion of the course (two sessions), students should be able to:

Demonstrate a critical understanding of public management as a distinct sub-field within public administration;

Use basic terminology and cite representative authors;

Analyze public-private distinctions in management practice as well as organizational and environmental contexts;

Develop conceptual understanding of critical issues facing contemporary public administration practitioners

For this class meeting we will review four chapters for *The Oxford Handbook of Public Management* by Ferlie, Lynn and Pollitt. Each chapter concerns aspects of public management as an academic field. These chapters consider:

- the historical development of the field,

- the question of its scientific integrity,
- whether it qualifies as a movement, and
- whether or to what extent the field is founded on the bureaucratic model.

Christopher Hood, *Public Management: The Word, the Movement, the Science*.

Laurence Lynn, *Public Management: A Concise History of the Field*.

Kenneth Meier and Gregory Hill. *Bureaucracy in the Twenty-First Century*.

Hal Rainey and Young Han Chun. *Public and Private Management Compared*.

## 9/15 Writing for Doctoral Students; software and related topics (Streams)

## 9/22 Public Management Frameworks and Issues, continued (Rizzo)

### **DUE ON 9/22: Topic Statement for Literature Review**

Referring to Discussion Leading guidelines developed for the September 8<sup>th</sup> session, this class will be divided into pairs to cover these topics: the nature of accountability in public management, the meaning of professionalism, techniques for public service quality improvement, and the range of public-private associations. Execution of both Steps 1 and 2 will be expected.

Mark Boven, *Public Accountability*

Ferlie and Geraghty, *Professionals in Public Service Organizations*.

John Ovretveit, *Public Service Quality Improvement*

Chris Skelcher, *Public-Private Partnerships and Hybridity*.

## 9/29 II. Program Evaluation (Stanley)

This section of the course will focus on using program evaluation as a management tool for making informed decisions based on real world data. Some of the competencies that will be discussed in this course are as follows:

Design and use of performance measures

Describe the challenges of and criteria for proper administrative data collection and maintenance of performance measures

## 10/6 Program Evaluation (Stanley)

Apply systematic analysis processes to novel problems and produce solutions to those problems in an organizational setting

Explain the external and institutional politics of decision making in regards to program evaluation data and analyses

Readings:

The Family Planning Manager: Using Evaluation as a Management Tool

Peter Dahler-Larsen, Chapter 26, Evaluation and Public Management, Ferlie, Lynn and Pollitt, *The Oxford Handbook of Public Management*. N.Y.: Oxford.

Remaining readings from Daniel L. Stufflebeam and Anthony J. Shinkfield. Evaluation Theory, Models, and Applications, John Wiley and Sons, Inc., 2007 ISBN 10: 0-7879-7765-9.

- Overview of the Evaluation Field
- The Nature of Program Evaluation Theory
- Personnel Evaluation: The Ghost in Program Evaluations
- Background for Assessing Evaluation Approaches and Models
- Pseudoevaluations
- Questions - and Methods – Oriented Evaluation Approaches (Quasi-Evaluation Studies)
- Approach 6: Objectives-Based Studies
- Approach 7: Accountability, Particularly Payment-by-Results Studies
- Approach 8: Success Case Method
- Approach 10: Outcome Evaluation as Value-Added Assessment
- Approach 11: Performance Testing
- Approach 12: Experimental Studies
- Approach 13: Management Information Systems
- Approach 14: Benefit-Cost Analysis
- Approach 16: Case Study Evaluations
- Approach 18: Program Theory-Based Evaluation
- Approach 19: Mixed-Methods Studies
- Approach 20: Decision – and Accountability – Oriented Studies
- Approach 22: Accreditation and Certification
- Designing Evaluations
- Budgeting Evaluations

**10/13 Meet with faculty concerning literature review topics**

We do not meet together as a class this week – instead, schedule appointments this week with team instructor(s) to discuss progress on papers.



## 10/20 III. Strategic Planning (Chilton)

Learning Objectives:

- Develop an understanding of the strategic planning process, its purposes, strengths and controversies.
- Understand the practical limitations of strategic planning
- Appreciate the interface between planning process and implementation
- Understand the political implications of strategic planning

### Supplemental Readings:

John Bryson, *A Strategic Planning Process for Public and Non-profit Organizations*. Available at: <http://docushare.usc.edu/docushare/dsweb/Get/Document-8775/>

Carola Wolf & Steven Floyd, *Strategic Planning Research: Toward a Theory-Driven Agenda*. Available at:

<http://jom.sagepub.com/content/early/2013/03/26/0149206313478185.full.pdf>

Gregory Streib and Theodore Poister. Strategic Planning in U.S. Cities: Patterns of Use, Perceptions of Effectiveness, and an Assessment of Strategic Capacity. *The American Review of Public Administration*, 1990, no. 20, vol. 29. Available at: <http://arp.sagepub.com/content/20/1/29.refs>

The Atlanta Beltline. Read “Strategic Implementation Plan.” Available at:

<http://beltline.org/progress/planning/implementation-plan/>

Bahnprojekt Stuttgart-Ulm. Watch both videos: <http://www.bahnprojekt-stuttgart-ulm.de/permanent/english/?L=1>

Birmingham’s Northern Beltline Strategy. Read the following:

<http://northernbeltline.org/wp-content/uploads/2012/07/finalreport.pdf>

[https://www.southernenvironment.org/uploads/publications/nb\\_report\\_final.pdf](https://www.southernenvironment.org/uploads/publications/nb_report_final.pdf)

## 10/27 Data Use (Chilton)

## 11/3 Data Use (Chilton)

### Data Driven Public Administration

## Learning Objectives

Familiarize students with array of public data sources

Understand basic terminology of US Census database and demographic variables

Develop conceptual understanding of databases and their uses in public administration research

## Required Readings/Websites

Complete FactFinder tutorial available at:

<http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>

Explore various options of Census data, available at: <http://www.census.gov/#>

Census Explorer data/mapping site, available at: <http://www.census.gov/censusexplorer/>

Federal Reserve Bank of St. Louis. Available at: <http://research.stlouisfed.org/fred2/>

Tennessee School Report Card data, available at:

[http://tn.gov/education/data/report\\_card/index.shtml](http://tn.gov/education/data/report_card/index.shtml)

FBI Uniform Crime Report data, available at: <http://www.fbi.gov/about-us/cjis/ucr/ucr>

Federal Financial Institutions Examination Council (FFIEC) data, available at:

<http://www.ffiec.gov/hmda/default.htm>

U.S. EPA environmental data, available at: <http://www.epa.gov/datafinder/>

U.S. National Center for Education Statistics, available at: <http://nces.ed.gov/>

<http://www2.ed.gov/about/offices/list/ocr/data.html>

Centers for Disease Control and Prevention, interactive data available at:

<http://www.cdc.gov/nchs/hdi.htm>

<http://www.cdc.gov/brfss/>

Dignity Health Community Needs Index (requires Chrome browser):

[http://www.dignityhealth.org/Who\\_We\\_Are/Community\\_Health/STGSS044508](http://www.dignityhealth.org/Who_We_Are/Community_Health/STGSS044508)

LOCAL data initiatives:

Boston Indicators Project, available at: [www.bostonindicators.org](http://www.bostonindicators.org)

Rhode Island Data Hub: <http://ridatahub.org/>

ProvPlan: <http://provplan.org/data-and-information/data-and-tools>

Data Driven Detroit: <http://datadrivendetroit.org/>

**Learning objectives:**

- Become familiar with the basic elements of decision analysis and key heuristics and biases intrinsic to human decision making
- Be able to explain (1) what disciplines have contributed to decision science and (2) its relevance for the study of public administration, public management, and policy analysis
- Be able to summarize and distinguish between the contributions of key innovators in our models of human decision making beyond the rational model (ex. Simon, March, Kahneman and Tversky)
- Be able to explain the traditional policy analysis approach to informing public decision making, its disciplinary roots as well as critiques of this approach
- Gain exposure to literature exemplifying how decision analysis can play a role in further theoretical development, in empirical work, and in practice in the fields of public administration, public management and public policy analysis

**WEEK 1: Orientation and background to decision analysis concepts – required readings**

- Textbook sections: ([Clemen and Reilly 2001](#))
  - Introduction to decision analysis, p. 1-14
  - Elements of decision problems, p. 21-42
  - Subjective probability, p. 295-298
  - Use of experts, p. 321-326
  - Case studies and references, p. 343-351
- Overview of heuristics and biases – The hidden traps in decision making (8 p.) (Hammond, Keeney, and Raiffa 1998)
- A brief history of decision making (10 p.) (Buchanan and O'Connell 2006)
- Review – Policy analysis: a systematic approach to supporting policymaking in the public sector (17 p.) (Walker 2000)

Clemen, Robert T., and Terence Reilly. 2001. *Making hard decisions with DecisionTools*. 2nd rev. ed. Pacific Grove, CA: Duxbury/Thomson Learning.

Buchanan, Leigh, and Andrew O'Connell. 2006. A brief history of decision making. *Harvard Business Review*, January, 32-41.

Hammond, John S., Ralph L. Keeney, and Howard Raiffa. 1998. The hidden traps in decision making. *Harvard Business Review*, 47-58.

Walker, Warren E. 2000. "Policy analysis: a systematic approach to supporting policymaking in the public sector." *Journal of Multi-Criteria Decision Analysis* no. 9 (1-3):11-27.

**WEEK 2: Theory and practice – required readings**

***Selected theoretical roots***

- A behavioral model of rational choice (21 p.) (Simon 1955)
- Bounded rationality, ambiguity, and the engineering of choice (23 p.) (March 1978)
- Judgment under uncertainty: heuristics and biases (9 p.) (Tversky and Kahneman 1974)

***Samples of related thought, empirical work, and practical applications in areas of public administration, public management and policy analysis***

- **Public management and public administration:**
  1. INSTITUTIONAL DESIGN | Thought piece – Redundancy, rationality, and the problem of duplication and overlap (13 p.) (Landau 1969)
  2. RISK | Empirical study – Risk culture in public and private organizations (10 p.) (Bozeman and Kingsley 1998)
  3. VALUES | Thought piece – The sources of ethical decision making for individuals in the public sector (10 p.) (Van Wart 1996)
  4. VALUES | Case study/thought piece – Integrating values into public service: the values statement as centerpiece (8 p.) (Kernaghan 2003)
- **Policy analysis:**
  5. UNCERTAINTY | Advice to practitioners – Using models that incorporate uncertainty (7 p.) (Caulkins 2002)
  6. APPLICATION | Case study – Using decision analysis to encourage sound deliberation: water use planning in British Columbia, Canada (8 p.) (Gregory and Failing 2002)
  7. CRITIQUES | Thought piece – A place at the table: policy analysis, its postpositive critics, and the future of practice (15 p.) (Lynn Jr. 1999)

Bozeman, Barry, and Gordon Kingsley. 1998. "Risk culture in public and private organizations." *Public Administration Review*:109-118.

Caulkins, Jonathan P. 2002. "Using models that incorporate uncertainty." *Journal of Policy Analysis and Management* no. 21 (3):486-491. doi: 10.1002/pam.10058.

Gregory, Robin, and Lee Failing. 2002. "Using decision analysis to encourage sound deliberation: water use planning in British Columbia, Canada." *Journal of Policy Analysis and Management* no. 21 (3):492-499.

Kernaghan, Kenneth. 2003. "Integrating values into public service: the values statement as centerpiece." *Public Administration Review* no. 63 (6):711.

- Landau, Martin. 1969. "Redundancy, rationality, and the problem of duplication and overlap." *Public Administration Review*:346-358.
- Lynn Jr., Laurence E. 1999. "A place at the table: policy analysis, its postpositive critics, and the future of practice." *Journal of Policy Analysis & Management* no. 18 (3):411-424.
- March, James G. 1978. "Bounded rationality, ambiguity, and the engineering of choice." *The Bell Journal of Economics*:587-608.
- Simon, Herbert A. 1955. "A behavioral model of rational choice." *Quarterly Journal of Economics*:99-118.
- Tversky, Amos, and Daniel Kahneman. 1974. "Judgment under uncertainty: Heuristics and biases." *Science* no. 185 (4157):1124-1131.
- Van Wart, Montgomery. 1996. "The sources of ethical decision making for individuals in the public sector." *Public Administration Review*:525-533.

12/1 Mini-workshop: Tips on writing a comprehensive exam essay; Wrap-up

**DUE ON 12/1: Literature Review**

12/8 Final examination