UPADM-GP 103: Introduction to Managing Public Service Organizations

Wagner Graduate School of Public Service
New York University
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Professor Monte Kurs
Email: mfk210@nyu.edu
Office: Puck Building, 295 Lafayette Street
Office Hours: by appointment, Tuesday-Thursday

Section: 04
Location: Room 157, Meyer, 4 Washington Place
Time: Tuesdays & Thursdays, 2pm to 3:15pm

Teaching Colleague
Colleen Veldt
Email: cjv236@nyu.edu
**Course Goals and Objectives**

The goal of Introduction to Managing Public Service Organizations (MPSO) is to enhance your management and leadership skills. The course provides you with the tools you need to diagnose and solve organizational problems, to influence the actions of individuals, groups, and organizations, and to lead prosperous public service organizations.

A key leadership task is to assemble the skills, talents, and resources of individuals and groups into those combinations that best solve the organizational problems at hand. You must manage people, information, and processes to accomplish organizational goals; you must make things happen, and often not under conditions or timeframes of your own choosing; and you must learn from the challenges you experience. The successful execution of these tasks requires leaders to understand what skills and abilities they bring to and need from their teams and organizations, to formulate a mission and strategy, to make effective and ethical decisions, to influence and motivate diverse individuals, to optimize the structure of their organization, to measure and improve performance, and to drive organizational change.

MPSO prepares you to achieve these objectives by providing you with fundamental frameworks and tools developed from the behavioral and social sciences and tested by leaders in organizations representing all sectors of the economy.

**Course Format**

Each week we will focus on a particular set of management skills. Our goal will be to distinguish between effective and ineffective strategies. We will accomplish this by discussing key concepts, analyzing related cases, engaging in role-play exercises, and completing team projects.

This course reflects a dual focus on practice and conceptual training. The course readings introduce key concepts and useful ways of thinking about common situations in complex organizations. Case studies and class exercises provide opportunities to apply theories, concepts, and research findings to particular situations, sectors, and fields of interest to students and to hone your skills in problem definition and problem solving. The written assignments, including the team project, ask you to consolidate your insights and to practice your analytic skills.

**Preparing for Class**

It is important that you complete the reading for each session in advance. You and your classmates will not benefit as much from the class session if you come unprepared. For weeks with a case, you will not be able to contribute to class discussion of the case if you have not read it in advance.

Many of the principles and issues involved in MPSO are relatively timeless and not limited only to organizations of a public service nature. Consequently, you should not rely on the copyright dates or specific organizational applications of either the readings or the cases in evaluating their usefulness. “Classic” readings and cases are included because they speak to important issues in useful, interesting, and time-tested ways.
The readings provide key ideas and theoretical insights into human behavior and its impact on productivity and performance. To be sure you have grasped the point of each piece, ask yourself:

- What is the author’s main argument?
- What are the key concepts and principles introduced?
- How does this matter for an organization?
- What are the implications for the kinds of challenges I face as a leader, a manager, a policy analyst, an urban planner, or a financial analyst?
- How can I apply this to my organization, my job, and/or my career?

The case studies provide concrete situations to which you should apply the concepts introduced in articles. They provide an opportunity for you to practice diagnosing the nature and causes of organizational performance and thinking through the potential consequences of decisions.

A class like this requires careful attention to fairness and mutual respect for one another. It is especially important that if you do have an unavoidable conflict, that you notify me before class and that you do not disturb your classmates by arriving late, leaving early, or otherwise causing interruptions. If you are familiar with a case or an exercise introduced in class, please do not discuss your prior knowledge with other students until after the class session, as this can ruin the learning experience for them.

**Readings**

**Required**

1. All but four of the readings are posted on the course NYU Classes website. They can be found under the Resources tab, in the Documents folder. Each weeks topics and readings have a separate sub-folder.

2. The remaining readings (4) are case studies available for download via the Harvard Business Review website (hbr.org/magazine). They each cost $7 or less and will be required for classes in weeks 4, 5, 6 and 13. They can be found by using the authors or case names, as found in the syllabus, input to the HBR search bar.

**Optional**

The syllabus indicates a number of optional readings provided on NYU Classes for students who would like to read more about a particular topic. For students who want to read a thorough, academic treatment of many of the topics we will cover in class, reviewing the literature in organizational theory and organizational behavior in public organizations, I would recommend the following textbook:


**NYU Classes**

You must have access to the class NYU Classes site at [http://classes.nyu.edu/](http://classes.nyu.edu/)

- Many class related documents (extra readings, discussion questions, class handouts, etc.) and surveys/exercises will be posted here. If you have not activated your NYU account or have forgotten your password, you can activate or change your password at [http://start.nyu.edu](http://start.nyu.edu). Your account must be activated to access NYU Classes.
- Some class announcements will also be distributed via e-mail. Thus, it is important that you actively use your NYU e-mail account, or have appropriate forwarding set up on NYUHome [https://home.nyu.edu/](https://home.nyu.edu/)
Grading
Your grade for the course will be based on the following elements:

- 25% Class participation (see guidelines below)
- 30% Team project (intermediate assignments and paper; team member evaluations)
- 20% Individual assignments (15% MGOA analysis, 5% Vision of Value memo)
- 25% Final exam

Class Participation
All class sessions will involve active discussion based on the readings and cases, with an emphasis both on theoretical questions and practical implications. You should be prepared to share your ideas and to listen to and interpret the issues presented by others. Please carefully read the readings and cases before class sessions. Most participation will be voluntary; however, to ensure that everyone has the opportunity to be involved, individuals will occasionally be called upon at my discretion. Keep in mind that your goal should be to contribute high quality, rather than high quantity, discussion comments and questions. High quality comments and questions possess one or more of the following attributes:

- **Relevance**: How is your comment/question related to the current discussion?
- **Accuracy**: Do you use terms and concepts in ways that are consistent with definitions provided in readings and lectures?
- **Analysis**: Can you explain the reasoning behind your comment/question using careful analysis?
- **Integration**: Does your comment/question move the discussion forward by building on previous contributions with new insights?
- **Individuality**: Does your comment/question contribute a new perspective to the discussion, or does it simply repeat what others have already said?
- **Application**: Does you comment/question apply the theory and concepts to real-world situations?

Regular participation in discussions and class exercises is expected. If you must miss a class, it is essential that you notify me in advance so I can make arrangements for any in-class exercises.

Phones should be turned off in class. Computers/tablets can be used only for note taking.

Team Project: The goals of the team project are: (1) to practice using team concepts (2) to connect theory to practice by utilizing a conceptual framework to analyze an actual organization and (3) to develop your professional network with leaders of organizations that are engaged with topics that interest you. Limited class time will be provided for team assignments. Teams are expected to meet outside of class hours to complete team projects.

You will be assigned to teams of three to five students. Each team will focus on one of the following areas covered by the course:

- Mission & Strategy
- Organizational Structure
- Employee/Client Diversity
- Employee Motivation & Incentives
- Performance Management & Measurement
- Organizational Culture
Your team will select an organization in New York City in which to study one of these topics. The organization you select can be in any sector that provides public service (government, nonprofit, or for-profit), must have at least 50 employees and can be one you previously worked or interned for, one you would like to work for, or simply one that interests you. Your team will make contact with the organization and approach and interview two senior managers to learn about the topic you have selected in the context of that organization. Your final deliverable is a theoretically grounded and applied analytical paper that discusses the topic as applied to the organization in the following ways:

- **Theory/Prior Evidence**: What does the management/organizations literature we have covered in class say about the topic in conceptual/theoretical terms, and what is the evidence regarding organizational performance?
- **Data/Evidence**: What do the senior managers say about how the topic you are studying affects the day-to-day work in the organization and the organization’s performance? What is the history behind why things work as they do? What is working well? What could be improved? What would they change? Are there any constraints that prevent feasibly improving the organization with respect to your topic?
- **Analysis**: Based on the theory/prior evidence, explain what has happened/is happening at the organization. Can you illuminate what the leaders have told you? Can you reconcile anything that the managers told you that seem inconsistent with theory/prior evidence?
- **Recommendations**: What would your team recommend, with respect to your topic, to increase organizational performance?

Your team will be working on this project throughout the semester and periodically will be asked to provide information about your progress. Consult with my TC's or myself if you have any questions or concerns about how to proceed. The project includes the following steps (although the tasks in bold are required in the order presented, the remainder is only a recommended order in which to proceed):

1. Discuss the initial individual expectations regarding teamwork, team decision-making and team tasks to be done in preparation for completing the steps outlined below. Divide and coordinate tasks among team members. Develop agreement regarding team roles, ground rules, and protocols in the form of a team charter.
2. As a team, find a government, nonprofit, or for-profit organization to serve as the case study for the team's theme. Begin an organized and thorough research plan to learn about and understand the chosen organization. Identify two senior managers who are willing and available to be interviewed. Submit a team project brief.
3. Identify a theoretical framework, model or set of concepts from assigned readings with which you can analyze your chosen topic at the organization you are studying. Develop interview questions and conduct your first interview. Submit a team project status report memo. Conduct your second interview.
4. Prepare a draft of the final paper, to be reviewed by TC.
5. Prepare a final paper according to the criteria for all written assignments (below) and the following:
• The paper should be no more than 10 pages double-spaced, excluding references and an optional appendix.
• Your paper should include a list of references at the end. An appendix may follow with a figure or table.
• Use the Example Final Paper Table of Contents (NYU Classes/Assignments/Team Project Materials) as a guideline for how you might structure your paper. Use the format for the readings in this syllabus as a guide for how to format the References section. To cite a work in the body of the text, list the author(s) and year of publication in parentheses as follows: (Phillips, 2004).
• **Due May 7th in class.** (3 copies)

**Assignments and Outside-of-Class Exercises:** To facilitate application of the class concepts and your project team development, you will be asked to complete some individual and team exercises, reflections, and assignments, outside of class in addition to the team paper. Most of these are brief; the exceptions are the two Written Analyses and the Team Final Paper. The instructions for the assignments, exercises, and reflections, will be found at NYU Classes / Assignments and their due dates are listed below:

- Student Data form (to facilitate team creation) / due January 31
- Vision of Value Memo / due February 7
- Team Charter / due February 19
- Team Project Brief / due March 5
- Team Project Status Report/ due March 12 / done by team and separately and individually by each team member)
- MGOA Physician Analysis / due March 15
- Implicit Association Exercise and Stereotyping Reflection / due March 23
- Decision Making / Ethical Dilemma Exercise / due April 8
- Team Project Status Report / due April 16 / done by team and additionally done individually, at each student’s option
- Draft of Team Paper due April 26 (can be submitted earlier)
- Team Final Paper / due May 7

All assignments are due (hard copy) in class if due date is a class day and if not, it should be emailed by **11:00pm** of the due date. In addition, all written assignments should be submitted electronically to professor and TC.

All written work will be evaluated using the following criteria (in order of importance):

**Theory:** How well can you apply the conceptual material offered in readings and lectures?
**Data:** How well do you utilize descriptive data to support your argument?
**Analysis:** How well do you integrate theory and data to create a coherent and logical argument?
**Organization:** How clear and well organized is your presentation?
**Writing:** How well do you reflect professional quality in spelling, grammar, and writing style? (See section “Writing Resources” for writing assistance)
**Formatting:** Written assignments, including the team paper, should be submitted in 12-point font, left justified, with 1-inch margins, numbered pages, and no longer than the page limit specified for the assignment.
One general guideline to consider is to favor depth over breadth. That is, papers and memos covering fewer topics tend to also display more thorough analysis than assignments trying to cover more topics. Please do not seek extensions or exceptions to deadlines except in cases of emergency: we know that all of you have complicated schedules, but it is not fair for us to accommodate some complications but not others. Late assignment grades will be deducted by 10% for every 24-hour period past the deadline. My teaching colleague may take a preliminary read on all course assignments, but I will assign all grades.

Final Exam: The final exam will be held on **May 16** during normal lecture hours in our normal lecture room. It will contain a series of short answer essay questions. You may bring to the exam one 8.5” x 11” sheet of paper with notes on the front and back. I cannot give advice that guarantees success on the exam, but I have three tips that are designed to provide you with the level and kind of knowledge I would want heading into my own exam.

1. Distribute your study time according to the following rule: the exam will *emphasize* material covered in class over material that was not covered in class, but anything from the syllabus or class is fair game (*all* slides, readings, cases, videos, and DVDs).
2. Think about the connections between slides, readings, cases, and videos.
3. Think about how one framework might apply to something we analyzed from a different framework in class.

**Writing Resources**
The school provides a writing consultant (free) and a writing workshop (not free) for assistance with written work. More information is available at the URL below: http://www.nyu.edu/wagner/current/services/writing.php

Memo writing guidelines can be found at the URL below: http://wagner.nyu.edu/current/services/files/WritingMemos.pdf

**Statement of Academic Integrity**
As members of the NYU Wagner community, we are all expected to adhere to high standards of intellectual and academic integrity. You can view our Academic Code at the following URL: http://wagner.nyu.edu/current/policies/. This is a good resource for issues of academic integrity, especially regarding writing. For this particular course, there are some specific behaviors required to meet our standards of academic integrity:

* **Team Project & Individual Assignments:** teams working together should complete Team projects. Individual written assignments should be the sole work of the individual student.
* **Exams:** All exams must be the sole work of the individual student.

Violations of these standards will automatically result in all participating students failing the course and being remanded to the discipline committee for further action.
COURSE OUTLINE AND SESSION SCHEDULE

Readings Posted on NYU Classes unless you see notation: (HBR) = Harvard Business Review

Week 1: January 29 & 31    Developing A Public Service Mission

Objectives
• Explore the meaning of social and public value
• Understand the logic behind mission

Read
before class

after class

In Class
Tuesday
• Review syllabus, team project, reading case studies, class expectations, and introductions
• Discuss social and public value and sector differences

Thursday
• CASE: Blast in Centralia No. 5 discussion
  1. What does this case study tell us about the central problems and issues facing public administrators in their work? Why is governmental administration such a complex and difficult task, according to this case study?
  2. What does the case say about any special public obligations of public administrators compared to the obligations of those engaged in private administration?
  3. If you had actually been one of the leading administrative officials in the case—Driscoll O. Scanlan, Dwight Green, or Robert Medill--what would have been your view of the mission of public administration, and how might such a perspective on administration have helped shape the outcome of the story?

Due: January 31, Thursday
• Complete the Student Data form (NYU Classes / Assignments). This will be used to divide you into effective teams. Bring one copy to class for Professor and email copy to TC.
**Week 2: February 5 & 7**  
**Team Formation and Team Process**

**Objectives**
- Explore the concepts of division of labor and coordination in teamwork
- Introduction to your team members for the team project (Thursday)

**Read (before class)**

**In Class**
- Tuesday - EXERCISE: Legoperson
- Thursday - Team Introductions and first team meeting

**Due February 7, Thursday in class (one page double spaced;)**
- Vision of Value Memo: Memo addressed to the instructor articulating your vision of public or social value, what it means to you, why it is important to you. Focus on your personal values. See NYU Classes / Assignments for detailed instructions. Bring two copies to class: one for the professor, and one to share with your newly assigned project team members during team time. Email a copy to the TC. Memo writing guidelines can be found at the following URL: [http://wagner.nyu.edu/current/services/files/WritingMemos.pdf](http://wagner.nyu.edu/current/services/files/WritingMemos.pdf).

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**MODEL OF TEAM PERFORMANCE**

**INPUT**
- Personal Characteristics
  - Attitudes
  - Ability
  - Performance
  - Background

- Situational Characteristics
  - Space
  - Task type
  - Group size
  - Rewards

**DYNAMICS**
- Group Structure
  - Roles, Division of Labor
  - Equality vs. Hierarchy
  - Homogeneity vs. Heterogeneity

- Group Process
  - Communication
  - Norms
  - Influence
  - Patterns

**OUTPUT**
- Effects on Individuals
  - Attitudes (job satisfaction)
  - Knowledge

- Effects on Group
  - Cohesion
  - Productivity
  - Quality
  - Creativity
  - Efficiency

- Effects on Organization
  - Sustainability
  - Growth

McGrath,
Week 3: February 12 & 14  Strategic Analysis

Objectives
• Learn the key features of an organizational strategy
• Learn how to perform a strategic analysis of an organization

Read (before class)

In Class
• CASE: Rubicon DVD

Due Tuesday, February 19 in class (1 page single spaced; email to TC)
• Project team charter (Instructions at NYU Classes / Assignments / Team Assignments)
Managing and Measuring Organizational Performance

Week 4: February 19 & 21

Objectives

• Develop an understanding of the reasons for measuring performance
• Learn how performance measurement translates into effective resource allocation

Read (before class)


In Class

• CASE: *Harlem Children’s Zone* discussion
  1. What are the crucial success factors for Rheedlin before the strategic planning process?
  2. What are HCZ’s goals? Are there any conflicting goals?
  3. What is HCZ’s theory of the problem? Does the focus on neighborhood and concentration make sense?
  4. What outcomes does HCZ emphasize? Is there more emphasis on process or impact?
  5. What do you think of HCZ’s evaluation strategy?
  6. What impact has the business plan and the focus on measurement had on the staff?

HARLEM CHILDREN’S ZONE

THE BABY COLLEGE

The Baby College, an innovative parent program on infant development, was designed by Dr. T. Berry Brazelton, a foremost expert in early childhood development. The Baby College provides parenting workshops, child development classes, and access to community resources for parents with children ages 0-3. In FY 2007, The Baby College offered five free workshops in which 100 parents with 155 children participated.

- 83% of parents improved the frequency of reading to their children
- 98% of parents had health insurance for their children upon graduation
- 97.3% of parents had up-to-date or scheduled immunizations for their children upon graduation

Due Tuesday, March 5, in class (1 page single spaced; email to TC)

• Team Project Brief: See Instructions at NYU Classes / Assignments / Team Assignments
Objectives

• Understand how structure can solve coordination problems
• Discuss the impact of structure on other aspects of the organization

Read (before class)


In Class

• CASE: Mercy Corps discussion
  1. What are the strengths and concerns of a highly entrepreneurial organization?
  2. How much of a challenge is it for Mercy Corps to achieve consistent quality across all of its sites? What are they doing well in this pursuit and what concerns you?
  3. How does Mercy Corps’ headquarters provide the needed support for each of its operating units? What are the variables they need to consider in designing and implementing this support?
  4. How should Mercy Corps decide which functions should be performed at the operating unit and which functions should be the responsibility of headquarters?
  5. How important is the regional program director for success? If you were a country director, what is the one thing you would want from your regional program director?
Week 6: March 5 & 7  Motivating Performance

Objectives
- Understand how to motivate people
- Understand how to set goals and incentives to induce productive behavior

Read (before class)

In Class
- Lecture on concepts that are essential for your Performance Pay for MGOA Physicians case analysis

Due Tuesday, March 12, (1 page single spaced)
- Team Project Status Reports, one Report by the Team, and additional Report by each individual team member
  (Bring copy of Team report to Class / email copy to TC/ email individual reports to Professor and TC)

Due Friday, March 15 11pm, (3 pages double spaced, by email to Professor and TC)
- Analysis of Performance Pay for MGOA Physicians [See NYU Classes /Assignments for detailed instructions]

EXPECTANCY THEORY

\[
\text{Incentive level to follow management directives} = \text{Effort} \times \text{Performance} \times \text{Rewards}
\]

Nadler & Lawler, 1977
Objectives

- Provide strategies for communicating feedback up and down the hierarchy
- Learn how to structure meetings effectively

Read

before class


In Class

- EXERCISE: Performance Appraisal

Due

Friday, March 15, 11pm, MGOA paper due by email to Professor and TC

Saturday, March 23, 6pm, by email to Professor and TC

- Complete one Implicit Association Exercise [NYU Classes /Assignments for link]. This is a web-based assignment to be done over break, preparatory to our discussion of diversity when we return. You complete the exercise and then a Reflection based upon it. Note: You may have to take the assessment several times as it occasionally times out, so leave yourself ample time to complete the exercise.

- Complete an Implicit Association and Stereotyping Reflection [NYU Classes /Assignments for instructions]
Week 8: March 26 & 28  Managing Diversity

Objectives
• Understand stereotyping and diversity-related issues
• Develop strategies to address issues of diversity in organizations

Read (before class)

In Class
• Implicit Association Exercise discussion
• CASE: Seattle Community Association discussion
  1. What do you like about what SCA is trying to do? What are the problems with, and unintended effects of, the anti-racism initiative?
  2. What is the SCA leadership trying to achieve in the short-term? In the long-term? Which diversity paradigm (from Thomas & Ely’s article) is motivating the anti-racism initiative?
  3. Do you feel that there is a problem with diversity at SCA? How could you collect and use evidence to determine whether SCA’s hiring process could be called institutionally racist?
  4. What does the leadership’s thinking reveal about which constituents they feel most accountable to?
  5. Why did the anti-racism initiative and the new hiring policy adopted in 2003 meet so much resistance?
Week 9: April 2 & 4  

Organizational Culture

Objectives

• Develop strategies for creating an effective culture
• Understand how culture provides an advantage for employee selection and retention

Read (before class)


In Class

• CASE: The Royal Treatment (SAS) video

Due Monday, April 8

• Complete Decision Making/ Ethical Dilemma Exercises [A link will be emailed to your NYU address].

Due Tuesday, April 16 (1 page single spaced) email to Professor and TC

• Team Project Status Report (2nd), completed by Team, Individual Status Reports are optional, but should be submitted by any student having a problem in the team.
Week 10: April 9 & 11  

**Decision Making and Ethics**

**Objectives**

- Demonstrate the sources of systematic decision-making biases
- Understand the sources of and solutions for ethical dilemmas in organizations

**Read (before class)**


**In Class**

- **CASE: Why Should My Conscience Bother Me? discussion**
  1. Who is to blame for the unethical behavior?
  2. What factors increased B.F. Goodrich’s commitment to the flawed brake design?
  3. What could Lawson have done differently to prevent the production of a flawed brake?
  4. How would you go about blowing the whistle on unethical behavior in this situation?
  5. What would you do to improve the organization if you were hired at Goodrich immediately after these incidents occurred?
Week 11: April 16 & 18  
*Values and Justice in the Allocation of Resources*

Objectives
- Explore decision-making in resource-constrained environments
- Understand the role of values in ethical dilemmas in organizations

Read
before class

In Class
- Kidney Allocation Exercise

### Procedures

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Week 12: April 23 & 25  
**Strategic Negotiation and Conflict Resolution**

Objectives
- Assess your skills at negotiating
- Comprehend the core principles of negotiation

Read (before class)

Due Tuesday, April 16, Team Status Reports (emailed to Professor and TC)
Due Friday, April 26, Draft of Final Team Paper (emailed to TC)

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**Model of the Negotiation**

**Bargaining Zone**

- **Buyer’s Target Price** (e.g., $5k)
- **Buyer’s Reservation Price** (e.g., $20K)
- **Seller’s Reservation Price** (e.g., $10K)
- **Seller’s Target Price** (e.g., $30K)
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<th>Week 13: April 30 &amp; May 2</th>
<th>Power and Strategic Influence</th>
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**Objectives**

- Learn how to identify important political players and their sources of power
- Develop strategies for influencing up and down the hierarchy

**Read (before class)**


**In Class**

- CASE: *Job Corps* discussion
  1. Who do you think is most powerful in the case?
  2. Which of Kelly’s influence tactics do you like? Which could he have developed better?
  3. How does Kelly use reciprocity and consistency?
  4. What strategies are most appropriate for Kelly to use to save Job Corps going forward?
**Week 14: May 7 & 9  Leading Change**

**Objectives**
- Understand sources of resistance to change
- Provide strategies for championing and leading change

**Read (before class)**

**In Class**
- CASE: *Utah Symphony and Opera Merger* discussion
  1. Would you vote for the merger?
  2. What should Anne Ewers (CEO), Keith Lockhart (conductor), and the artists be concerned with?
  3. What would you do with the artists? Make them all full time employees?
  4. How would you minimize culture clash?
  5. How would you advise Ewers and Lockhart in dealing with each other?
- Wrap-up

**Due Tuesday, May 7, in class**
- Team paper
- Team Member /Self Evaluations

**STRATEGIC ALIGNMENT FRAMEWORK**

Nadler & Tushman, 1992