THE INTERSECTION OF OPERATIONS AND POLICY:
A MULTIMEDIA LEARNING EXPERIENCE IN
THE NEW YORK CITY FAMILY HOMELESS SHELTER SYSTEM

JANUARY 2018

CLASS SCHEDULE
Waverly Building – Room 370
9:00 a.m. to 12:30pm, three Tuesdays and three Fridays from January 2 to January 19
   January 2 (Tues), 5 (Friday), 9 (Tuesday), 12 (Friday), 16 (Tuesday), and 19 (Friday)

INSTRUCTORS

<table>
<thead>
<tr>
<th>Faculty</th>
<th>Email</th>
<th>Office Hours</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gordon Campbell</td>
<td><a href="mailto:gordon.campbell@nyu.edu">gordon.campbell@nyu.edu</a></td>
<td>Email for Appointment</td>
<td>Puck 3063</td>
</tr>
<tr>
<td>Warner Fite</td>
<td><a href="mailto:warner.fite@nyu.edu">warner.fite@nyu.edu</a></td>
<td></td>
<td>Puck 3rd floor</td>
</tr>
<tr>
<td>Shifra Goldenberg</td>
<td><a href="mailto:shifra.goldenberg@nyu.edu">shifra.goldenberg@nyu.edu</a></td>
<td>Email for Appointment</td>
<td></td>
</tr>
<tr>
<td>Administrative Assistant</td>
<td><a href="mailto:hb1024@nyu.edu">hb1024@nyu.edu</a></td>
<td>Email for Appointment</td>
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COURSE DESCRIPTION
Policy and operations are inextricably linked. This course aims to expose students to policy formation in a highly political environment, operations management of systems shaped by state and local policy, and their intersection, while building a toolbox of specific skills that support analysis and decision making in a wide variety of contexts. A unifying Multimedia Interactive Case Study (MICS) focused on the NYC family homeless shelter system will be the backdrop of this course. This course is an intensive engagement that incorporates perspectives from academic theory, City, State and Federal government, service providers, advocacy organizations, and public interest law.

LEARNING OBJECTIVES
The course learning objectives fall into eight broad skill-building areas: decision modeling, stakeholder analysis, time-series data decomposition and forecasting, budgeting and financial analysis, negotiation, and policy making in a political context. This course also builds skills in communication, presentations and teamwork.
MULTIMEDIA INTERACTIVE CASE STUDY PLATFORM

https://wp.nyu.edu/mics/

The Multimedia Interactive Case Study (MICS) is an online platform where students engage with both case study resources and interactive tools. While the case study resources are specific to the NYC Homeless Family Shelter System, the skills gained are highly transferable to a large variety of disciplines, including public service management and policy, business, social work, health, and urban planning.

The MICS site can be accessed in two ways:

1. From the course site on NYU Classes, you can click on the tab at the left and follow the instructions and link.
2. Directly to the MICS site, which is part of NYU’s Wordpress site, at wp.nyu.edu/mics.

In either case, you will be taken to the screen below where you must enter your NetID (e.g., AAA123) and password. **In order to enter the site, you must click on the “Log In With Shibboleth” link** rather than the larger (and more intuitive) “Log In” button.

CASE STUDY RESOURCES

- **Video Documentaries** (10-15 minutes each) have been created for this course, each featuring stakeholder interviews, including New York City and New York State officials, advocates, providers, public interest lawyers, families, and academicians. These six documentaries are:
  - *Family Homelessness Landscape* introduces the various stakeholders working in homelessness in NYC.
  - *Family Homelessness in New York City* reviews the problem of family homelessness.
  - *Advantage: Incarnation & Evolution* describes Advantage, its formation and implementation.
  - *Advantage: Family Experience* presents the experiences of families.
  - *Advantage: Termination* explains the end of Advantage and the subsequent impact.
  - *Where do we go from here?* provides various perspectives on how to move forward in family homelessness.
The Intersection of Policy and Operations
Syllabus – Winter 2018

- **Budgeting and Financial Analysis** features a webinar and presentation detailing the fiscal particulars of the family homeless shelter system during the Advantage years, the funding mechanisms at play, and the financial implications for the political stakeholders. This section also includes the Office of Management and Budget (OMB) dataset described below.

- **Data Visualizations** give students a visual introduction to the City’s family homeless shelter system.

- **News Sources** includes articles and video clips pertinent to New York City’s homeless shelter system and the Advantage Program over the relevant time period, which will build students’ understanding of the different stakeholder perspectives, tension around the issues, and public information.

- **Research** includes journal articles and reports, relevant to homelessness trends and policies, which will provide students a broad understanding of research and theoretical perspectives.

- **Documents** include a variety of original source documents.

- **Datasets** (found in the Resources section of NYU Classes) will be available to the students for use in their analyses and exploration of family homelessness. Certain information in the datasets has been provided by City agencies (DHS and OMB) to us on a confidential basis and some of the information is not in the public domain. The datasets are not for use outside of this course and can be found in the resources section:
  - *New York City Department of Homeless Services Family Shelter Census Data*, specifically, monthly homeless shelter system data (entrances, exits and census) from July 1, 2008 through December 31, 2013, which spans time under the Advantage policy, the phasing out of Advantage, and more than one full year post-Advantage.
  - *New York City Office of Management and Budget Financial Data*, specifically annual family homelessness spending data for fiscal years 2009 through 2014. This data includes amounts spent for each of the six fiscal years by type of major program together with a breakout of the city, state and federal funding sources for each.
  - *DHS Critical Activities Reports (CARs)* which preceded the present DHS Dashboard reports and which are no longer readily accessible online from the City. CARS reports, which were published until June 30, 2011, contain demographic information on the family shelter population as well as shelter exits, entrances, and monthly population.

**Interactive Tools (Accessed through the MICS Site)**

- **Decision Tree Builder** is used to construct and analyze a decision tree.

- **Stakeholder Analysis Tool (Policy Maker 5)** is used to create a stakeholder analysis table identifying key stakeholders, their policy priorities, influence, resources, and alliances as well as where stakeholders are positioned in terms of their relative importance. It is designed to help you develop strategies to garner support for your preferred policy option. PolicyMaker 5 works best with the Chrome browser and we **strongly recommend** that students do not attempt to use other browsers. Unfortunately, if you use other browsers you will not be able to save your work or transfer it from computer to computer.

- **Time-Series Data Analysis and Forecasting in Excel** encompasses methods to use the data analysis and visualization tools in MS Excel that enable experimentation with different time-series forecasting approaches and associated parameters.
**COURSE REQUIREMENTS AND GRADING COMPONENTS**

Final grades are determined by the following course components. As the course progresses, the detailed assignments will be posted to the “Assignments” tab of the course site in NYU Classes and completed assignments should be uploaded there. *File names should always include the student’s name (or the team number) as well as the assignment name.*

- **Individual Class Participation (15%).** Participation includes presence, promptness, preparation, and engagement. If you have thoroughly prepared, you should have no problem following and contributing to the discussions. Keep in mind that much of a leader’s communication is verbal, especially in policy and operations settings. Developing your abilities to verbally state and support your positions is an important part of this class, in addition to listening and reflecting on the discourse. Students are expected to attend all classes. The use of electronic devices for purposes other than taking notes is not appropriate and can limit your learning and distract your colleagues.

- **Individual Assignments (15%).** There will be two individual assignments (each 5%), associated with a specific learning module (i.e., time series data forecasting and decision modeling). These individual assignments are important as they lay a foundation for the more sophisticated analysis revolving around the main case of the course. In addition, there will be an individual site visit reflection (5%, up to two pages, double-spaced) on the site visit to DHS’s PATH Intake Center and a family shelter. Students who are unable to attend the site visit will write a reflection on two articles assigned from the MICS site.

- **Team Presentations (20%).** Each team will deliver two in-class presentations including analysis and supported recommendations for the Time-Series Data and Stakeholder Analysis modules. Following each presentation, there will be a critique and discussion with professors and colleagues. All team members are required to present.

- **Individual Negotiation Strategy Document (10%).** Teams will represent different stakeholders in the NYC Family Homeless Shelter System (e.g., providers, advocates, the City). Traditionally, the different stakeholders have not worked well together. Nevertheless the Mayor has called a forum and charged the stakeholders with developing recommendations around family homelessness in NYC. In preparation for the forum, students will individually prepare a negotiation strategy document (no more than four pages, double-spaced), with desired outcomes, expected outcomes, negotiation strategies, and talking points for the particular stakeholder.

- **Team Budgeting and Financial Analysis Assignment (10%).** Each team will prepare a presentation for the incoming DHS Commissioner highlighting one or more fiscal tradeoffs arising from the budgetary environment and constraints under which DHS operates (four to five pages, double spaced, plus exhibits).

- **Team Final Presentation and Team Mayoral Policy Memo (30%).** Each team will prepare a memo for the Mayor and the Deputy Mayor for Health and Human Services outlining the current state of the NYC homeless family shelter system, alternatives considered and the team’s recommendation(s) going forward along with supporting arguments (10-page, double-spaced, plus appendices).
PREREQUISITES

Coursework. The required prerequisite courses (waived for EMPA students) are (1) CORE-GP.1020 Managing Public Service Organizations (MPSO) and (2) CORE-GP.1022 Introduction to Public Policy. EMPA students will have completed EXEC-GP.1194 Strategic Leadership.

Excel Knowledge. While the quantitative work is generally straightforward, it does presume more than a passing familiarity with Excel. The Time Series Data, Decision Analysis (Decision Trees), Financial Analysis and Final Team Memo assignments will require use of Excel. Expected knowledge includes (but is not limited to) entering data; the general arithmetic functions; using simple formulas (e.g., =AVERAGE, =SUM, =IF, =SUMPRODUCT); formatting; printing with appropriate formatting; and creating professional-standard charts. Some advanced formulas (e.g., =COUNTIF, =AVERAGEIF, =VLOOKUP) will be helpful but are not necessary.

Students who are unsure of their Excel knowledge or who would just like a refresher will find it helpful to complete a number of tutorials on Lynda.com. Lynda.com can be accessed through your NYU logins as follows:

1. Go to Lynda.com and clicking “Log In” in the upper right-hand corner,
2. choose the left-side option of “Log in through your organization or school,”
3. Log in through www.nyu.edu. This will bring up the general NYU login (unless you are already logged in) and logging in to the NYU system should take you automatically to the specified course on Lynda.com.

These tutorials are the most helpful:

- **REQUIRED** Up and Running with Excel 2010
- **REQUIRED** (depending on your Excel version)
  - Excel for Mac 2016 Essential Training
  - Excel 2016 Essential Training
  - Excel 2013 Essential Training
  - Excel 2010 Essential Training
  - Excel for Mac 2011 Essential Training
- **REQUIRED** (depending on your Excel version)
  - Excel for Mac 2016: Charts in Depth
  - Excel 2016: Charts in Depth
  - Excel 2013: Charts in Depth
- **REQUIRED** (depending on your Excel version)
  - Excel 2016: Advanced Formulas and Functions
  - Excel 2013: Advanced Formulas and Functions
  - Excel 2010: Advanced Formulas and Functions
- **HIGHLY RECOMMENDED** Excel 2013 Tips and Tricks
- **LEARN MORE** And many more

The course Teaching Assistant, Shifra Goldenberg, will be available during the semester for Excel support as well as support on assignments.
COURSE READINGS AND MATERIALS

The readings for the class will come from the following sources:

1. **MICS Platform**
   The MICS Platform will contain case study resources and interactive tools.

2. **NYU Classes.**
   The course site on NYU Classes will be used to post readings and assignments throughout the semester. Students are encouraged to check it frequently. The Resources section of the NYU Classes site contains class discussion slides, worked examples of some of the tools we will be using as well as a number of the readings. Under the “Other Resources and Articles” section there you can also find more recent articles and other material on family homelessness (subsequent to the Bloomberg administration).

3. **Book**

4. **Coursepack**
   Available in digital format from Harvard Business Publishing. The Coursepack for this course can be found and purchased at [http://cb.hbsp.harvard.edu/cbmp/access/70918127](http://cb.hbsp.harvard.edu/cbmp/access/70918127).

5. **E-Book**

6. **E-Book**

7. **E-Book**

* Students are responsible for purchasing these items; the Fisher and Ury book is widely available and is a staple in the field of negotiation and conflict management.

** E-Books can be accessed for free through the NYU Library (http://library.nyu.edu/) using your NYU Login. Search for the book and follow the Online Access links. All links to E-Books are also available on NYU Classes.

ACADEMIC INTEGRITY

As you know, each of you have signed and is therefore bound by Academic Oath at NYU Wagner and the principles of NYU’s and Wagner’s academic code. All individual submissions are expected to be original work. Please review the details here: [http://wagner.nyu.edu/portal/students/policies/code](http://wagner.nyu.edu/portal/students/policies/code).
## COURSE CALENDAR

<table>
<thead>
<tr>
<th>Class</th>
<th>Date</th>
<th>Class Topics</th>
<th>Assignments Due</th>
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<tbody>
<tr>
<td></td>
<td>Wed 12/27</td>
<td><strong>Pre-course survey at <a href="https://nyu.qualtrics.com/jfe/form/SV_cO0GszsDQHN6jWZ">https://nyu.qualtrics.com/jfe/form/SV_cO0GszsDQHN6jWZ</a></strong></td>
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| 1     | Tues 1/2  | A. Introduction / Syllabus Review  
B. NYC Family Homelessness Discussion  
C. Time-Series Data Introduction  
D. Advantage Discussion  
E. Peer Team Introductions  

**Understanding Time-Series Data Webinar**                                      |                                                                                                        |
| 2     | Thurs 1/4 | **Time Series Data Team Presentation Slides**                                 |                                                                                                        |
|       | Fri 1/5   | A. Advantage Discussion  
B. Time-Series Data Team Presentations  
C. Forecasting I  

**Time-Series Data Team Presentation**                                           |                                                                                                        |
| 3     | Mon 1/8   | **PATH and Shelter Site Visit**  
Optional but very highly recommended - approximately 9:00 am - 2:00pm  
**Site Visit Individual Reflection Assignment  
Time-Series Forecasting Individual Assignment**                                  |                                                                                                        |
|       | Mon 1/8   | A. Site Visit Debrief  
B. Forecasting II  
C. Introduction to Budget and Financial Data  
D. Stakeholder Analysis Lecture  

**Stakeholder Analysis Team Presentation Slides**                                |                                                                                                        |
|       | Tues 1/9  | A. Structured Decision Making & Modeling  
B. Negotiations Discussion  

**Midterm team review**                                                          |                                                                                                        |
|       | Thurs 1/11| **Stakeholder Analysis Team Presentation Slides**                              |                                                                                                        |
| 4     | Fri 1/12  | A. Forecasting III  
B. Stakeholder Analysis Team Presentations  
C. Policy Making in a Political Context Discussion  
D. Capacity Management  

**Stakeholder Analysis Team Presentation  
Midterm course review**                                                          |                                                                                                        |
|       | Tues 1/16 | A. Structured Decision Making  
B. Negotiations Discussion  

**Midterm team review**                                                          |                                                                                                        |
|       | Thurs 1/18| **Individual Negotiation Strategy Document  
Decision Modeling Individual Assignment**                                           |                                                                                                        |
|       | Fri 1/19  | A. Decision Modeling Discussion  
B. Mayoral Forum: Negotiation around NYC Family Homeless Policy  
C. Mayoral Forum Debrief  
D. Wrap-up  

**Budgeting and Financial Tradeoffs Team Memo**                                  |                                                                                                        |
|       | Sun 1/21  | **Team Mayoral Policy Memo**                                                   |                                                                                                        |
|       | Fri 1/26  | **Final Team Peer Reviews**                                                    |                                                                                                        |
### Detailed Course Schedule

#### Class Session 1

**January 2**

**Pre-course survey**

*Due December 27 – this should take less than 10 minutes*

At https://nyu.qualtrics.com/jfe/form/SV_cO0GszsDQHN6jWZ - you can use your computer or smartphone

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**A. Introduction / Syllabus Review**

Students and professors will share expectations and goals for the class; we will distribute and review the syllabus.

**Preparation**

- MICS Platform: Homelessness Stakeholders - *Family Homelessness Landscape* video
- MICS Platform: Family Homelessness - *Family Homelessness in New York City* video
- [Optional] The structure and workings of New York City’s government and its various agencies is a recurring theme throughout the semester. For students who wish to supplement their backgrounds in these topics, Bruce Berg’s *New York City Politics: Governing Gotham* (New Jersey: Rutgers University Press, 2007) provides a brief primer. Selected chapters are available in NYU Classes in the Session 1 folder; Chapters 3 and 7 are especially recommended as relevant to the course.
  
  - Chapter 3, The State and the City
  - Chapter 4, The Federal Government and the City, especially pages 107 to 109
  - Chapter 7, The Charter, the Mayor and the Other Guys
  - Chapter 8, The City Council
  - Chapter 9, The Municipal Bureaucracy

**B. New York City Family Homelessness Discussion**

Lecture and discussion about Family Homelessness, particularly in New York City, which will center on the first two video documentaries of the series.

**Preparation**

- Be sure to have completed your Excel Prerequisites before this class!
  - Chapter 1: Introduction to Forecasting
    - Sections 2.1-2.4: Summarizing and Displaying Data in Excel, pages 9-21
    - Chapter 3: Basic Time Series Analysis, Pages 33-56
  - Section 2/1: The forecaster’s toolbox
  - Sections 6/1-6/3: Time-Series Decomposition

**After Class:**

NYU Classes: Understanding Time-Series Data Webinar (In Session 1 Folder)
D. **ADVANTAGE DISCUSSION**

There will be a discussion about the incarnation and evolution of the Advantage program centered on the third video documentary in the MICS series.

**PREPARATION**

- MICS Platform: Advantage Evolution – *Advantage: Incarnation & Evolution* video
- MICS Platform: Advantage Evolution – “To whose advantage is work advantage?” Institute of Children, Poverty, and Homelessness. September 1, 2011

E. **PEER TEAM INTRODUCTIONS**
A. ADVANTAGE DISCUSSION
There will be a discussion about the incarnation, evolution and termination of the Advantage program, which will be informed by the Decision Modeling MICS presentations.

PREPARATION
- MICS Platform: Family Experience - *Advantage: Family Experience* video
- MICS Platform: Advantage Termination – *Advantage: Termination* video

B. UNDERSTANDING TIME-SERIES DATA MICS PRESENTATIONS
Teams will present their decomposition of different NYC DHS family homeless shelter data as well as their conclusions.

**Time-Series Data Team Presentation**
*Slides due January 4 by 11:55 pm via NYU Classes*

C. FORECASTING I
Forecasting encompasses techniques for predicting the future. In this class, students will build off of their understanding of time-series data, learning how and when to use different forecasting methods. Forecasting I will introduce qualitative and quantitative forecasting and apply time series tools to developing predictive models.

PREPARATION
  - Chapter 3: Basic Time Series Analysis excluding Section 3.5
  - Sections 1/1-1/4 and 1/6: Getting Started
  - Section 2/5: Evaluating Forecast Accuracy
  - Section 6/6: Forecasting with Decomposition
  - [Optional] Sections 3/1-3/3, 3/6, and 3/8: Judgmental Forecasting

**Time-Series Forecasting Data Individual Assignment**
*Due January 8 by 11:55 pm via NYU Classes*
SITE VISIT – PATH CENTER AND HOMELESS SHELTER VISIT

SITE VISIT (OPTIONAL BUT **VERY HIGHLY RECOMMENDED)**

Approximately 9:00 am - 2:00pm

We will spend the day visiting the PATH (Prevention Assistance and Temporary Housing) Center, which is the New York City Department of Homeless Services intake center for homeless families seeking to enter the shelter system. In addition, we will visit a homeless family shelter and have an opportunity to tour it and talk with staff.

**PREPARATION**

- All previous readings especially MICS Site: Family Experience

**Site Visit Reflection Assignment**

Due January 8 by 11:55 pm via NYU Classes

Students who are unable to attend the site visit will write a reflection on these two articles from the MICS site:


**SESSION 3**

A. **SITE VISIT DEBRIEF**

The class will share reactions to the site visits and discuss how the visits informed their understanding of the issues.

**PREPARATION**

- MICS Platform: Family Experience - Advantage: Family Experience video

B. **FORECASTING II**

Forecasting II will introduce a second type of quantitative forecast, a systems-based approach that lends itself to analyzing activities of specified cohorts as they move through a complex system.

**PREPARATION**


(continued)
C. INTRODUCTION TO FINANCIAL DATA
There will be a discussion about the New York City Office of Management and Budget Financial Data including funding sources for various DHS initiatives.

PREPARATION
- MICS Platform: Budgeting and Financial Analysis - webinar

D. STAKEHOLDER ANALYSIS LECTURE
Stakeholder analysis enables decision makers to identify key influencers and their relative importance. From there, one can develop an appropriate strategy for each of them

PREPARATION
- MICS Platform: Interactive Tools – Familiarize yourself with PolicyMaker 5 Software (labeled as Stakeholder Analysis) which was designed for the Chrome browser. We cannot recommend strongly enough that students not attempt to use other browsers. We are aware of bugs in other browsers (including an inability to save your work). We have learned that any momentary burden of downloading Chrome is well worth it.
SESSION 4  

A.  FORECASTING III  
We will recap the forecasting tools and complete an in-class cohort forecasting exercise.

B.  STAKEHOLDER ANALYSIS MICS PRESENTATIONS  
Teams will present the results of their stakeholder analyses from the MICS case study.

**PREPARATION**  

**Stakeholder Analysis Team Presentation Slides due January 11 by 11:55 pm via NYU Classes**

C.  POLICY MAKING IN A POLITICAL CONTEXT  
Policy making is not conducted in a vacuum. Rather, it is played out in the context of disparate stakeholders with competing demands, a finite set of resources, an ever-changing landscape, a charged political environment, and a lack of certainty.

**PREPARATION**  
- MICS Platform: Going Forward – *Where do we go from here?* Video  

D.  CAPACITY MANAGEMENT LECTURE & DISCUSSION  
This lecture will focus on the concepts and strategies for managing capacity and demand. There will be a discussion of potential DHS capacity management strategies and tactics that will build upon the lecture and established understanding of the DHS family homeless shelter data and system.

**PREPARATION**  
A. **STRUCTURED DECISION-MAKING & DECISION MODELING**

Most decisions involve uncertainty of some kind. In this class, we will learn how to create and use decision trees, graphic decision models that systematically incorporate uncertainty and evaluate alternatives.

**PREPARATION**


B. **NEGOTIATIONS LECTURE**

This class will discuss the basics of negotiation around complex, multi-faceted issues with disparate stakeholders.

**PREPARATION**

- Book – Fisher, Roger, William L. Ury, and Bruce Patton. *Getting to yes: Negotiating agreement without giving in*. Penguin, 2011. – Chapters 1, 6, 7 and 8

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<thead>
<tr>
<th>Individual Negotiation Strategy Document</th>
<th>Due January 18 by 5:00 pm via NYU Classes</th>
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<tr>
<td>Decision Modeling Individual Assignment</td>
<td>Due January 18 by 11:55 pm via NYU Classes</td>
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A. DECISION MODELING DISCUSSION AND SYSTEMS APPROACH TO THE HOMELESS SHELTER SYSTEM

In the first portion of this class session, the class will debrief their individual assignment and discuss the application of decision modeling to policy decisions particularly around family homelessness. The second part of the session will take a systems approach to family shelter operations and planning and discuss the use of cohort analysis to understand and project the characteristics of populations.

PREPARATION


B. MAYORAL FORUM: NEGOTIATION AROUND NYC FAMILY HOMELESS POLICY

Students will be assigned in groups to represent different stakeholders in the NYC Family Homeless Shelter System (e.g., providers, advocates, the City). Traditionally, the different stakeholders have not worked well together; nevertheless the Mayor has called a forum where the stakeholders are charged to attempt to develop a series of recommendations around family homelessness in NYC.

C. MAYORAL FORUM DEBRIEF

The Mayoral Forum will be discussed in terms of process, substance and results. Students will reflect on the experience as it relates to their own development as well as policy making in a highly political context.

D. WRAP UP

Time permitting, the professors will summarize the course as students reflect on their experience from both academic and experiential perspectives.

Team Financial Analysis Memo due January 21 by 11:55 pm via NYU Classes

Team Mayoral Policy Memo Due January 26 by 11:55pm via NYU Classes

Final Team Peer Review Due January 26 by 11:55pm