

Woodrow Wilson School of Public and International Affairs

WWS 527f – Fall, 2005

PUBLIC MANAGEMENT: TOOLS FOR THE COMMON ENTERPRISE

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Meetings: 12 meetings during the fall on Mondays, Tuesdays or Fridays from 7 pm until 10 pm on Mondays, in the morning on Tuesdays (see page 4), and from 1-4pm on Fridays (see page 4) according to the schedule laid out in the attached list of class dates and modules.

Course Description:

This course covers management disciplines of the public and non-profit sectors, emphasizing those less frequently taught in public policy schools: recruitment and assessment of talent; interaction with the press; managing in uncertainty; handling complex scientific issues; and others.

There will be twelve sessions of 3 hours each slotted on an irregular schedule. Flexibility will be taught, practiced, and prized.

While some of the subjects and issues taught in this course will abut or overlap slightly with portions of other courses, our subject matter will fall generally on the practical side of the practice-theory spectrum.

Course Assignments and Grading:

Hopefully the reading list is self-explanatory. We will go over suggested approaches to the reading list in the first class meeting.

Three elements of the class will contribute to the final course grade: Required papers, 40%; class exercises, 30%; and general/overall participation and mastery of material, 30%. Please note there is no final long paper that can either sink or redeem you; sustained performance, constructive participation, and active engagement throughout the fall will be valued. Since all class meetings will take place in the evening, extreme measures have been foreseen in order to assure a high level of wakefulness and attentiveness.

This is primarily a course in understanding, thinking, acquiring tools, steering, and managing – not in writing or oral expression. However, it is a fact of life that effective writing and oral communication are powerful tools, and they strengthen whatever you are doing or saying. So although the papers will not be graded on effectiveness or economy of expression, the brutal fact of life remains – at Woodrow Wilson as elsewhere – that effective, arresting, well-argued, grammatically non-disruptive writing is a big plus in every way. In written documents, skilled use of graphics is often extremely effective.

Office Hours and Compass Checks:

Generally my office hours will be in the morning following class, or in the case of Friday, the morning before class. I urge you to stop by or make an appointment (including breakfast appointments, at which I will be treating) not only if you hit a rough spot, but to make compass checks: how do you and I think you are doing? What should you concentrate on in order to do better as the rest of the course unfolds? (One of the lessons of the course will be that it's the final 10% of effort and preparation that wins races.) I would welcome breakfasts or meetings with more than one of you at a time if a few of you feel comfortable discussing things together. What we must be careful not to do is turn the office hours/breakfast into mini-classes that not all will be able to attend. So the focus of the office hours/breakfasts will be you, how you are doing, how you can stretch yourself and do better.

The Schedule, and Planning Your Time:

Because I have a job, and also had several other obligations already on the calendar before I was invited to teach this course, the schedule of class meeting times is more disjointed than both you and I would like it to be. I apologize for that. I suggest that you use this inescapable difficulty as an opportunity to sharpen your own skills in dealing with awkward or irregular schedules and in managing workload to adjust to that; professional life is full of just such situations. I have given some thought as to how the exercises and required papers fall in terms of the schedule; but depending upon your other obligations and course loads, it is inevitable that there will be some uneven periods. To get the most out of the reading and case materials and to perform at a high level, it will be necessary for you to plan the longer reading assignments and the writing of the papers carefully. The papers are all short in required length – and this means that allowing time for several drafts and stretching and refining your thinking early is more, not less, important to generating a high-quality product.

Communicating with me:

My email at work is pgoldmark@environmentaldefense.org. I ask that you use that email as little as possible. I will not be replying daily, but will group my responses to deal with several WW emails at once, probably twice a week. My assistant's name is Jackie Erick. She is a marvel of efficiency and ingenuity, and will be good at getting me to do what I should do. She will also help with the scheduling of office hours.

Giancarlo Marchesi, one of our number, has created a group website for us: it is www527f@yahoo.com. Information about the course as it unfolds will be posted on that site, as will communications to the class as a group when that becomes necessary.

SCHEDULE AND TITLES OF CLASS MODULES

Monday classes are 7:00-10:00pm

Tues 25 Oct – 9-10:30am

Tues 08 Nov – 8:30-10:30am

Locations TBD

Thursday classes are from 7:00-10:00pm

Friday classes are from 1:00-4:00pm

I Mon. 19 Sep. THE COURSE: OUR OBJECTIVES and HOW WE'LL ACHIEVE THEM

II Mon. 26 Sep. RECRUITMENT AND ASSESSMENT: THEORY

III Fri. 21 Oct. RECRUITMENT AND ASSESSMENT: PRACTICE

First paper due following module III, and no later than Oct. 27 (See list of papers and exercises for details on this and other papers)

IV Mon. 24 Oct (First Class Exercise) LONG-WAVELENGTH CHANGE

V Tues 25 Oct INNOVATION AND RESISTANCE TO CHANGE (9-10:30am) (Second Class Exercise)

TERM BREAK (Oct 29-Nov 6)

VI Mon. 07 Nov. INTELLIGENCE

Second paper due following module VI and no later than Nov. 21.

VII Tues 08 Nov NAVIGATION IN A BUREAUCRACY (8:30-10:30am)

VIII Mon. 21 Nov. ETHICS (Second paper due.)

IX Mon. 28 Nov. PRESS: FRIEND OR FOE? (Third Exercise)

Third paper due following module IX, and no later than Dec 05.

X Mon 05 Dec. (Fourth Class Exercise) SCIENCE AND TECHNOLOGY (Third paper due)

XI Mon 12 Dec. MANAGING YOUR CAREER

This will be a lecture (with diversions) open to all University students and faculty. The introduction to the lecture will be made by a committee chosen from and by the class.

XII Fri 16 Dec SCIENCE: THE CASE OF CLIMATE CHANGE

Fourth paper due no later than Dec. 16.

Attachments: 3

Attachment 1: Reading List

Attachment 2: Required Papers and Exercises

Attachment 3: IX-B: Case Material for the "Merryvale" Exercise

Attachment 1

WWS 527f Fall 2005 READING LIST

NOTE: This is the reading and assignment list for Public Management WWS 527f, Fall 2005. Reading is to be completed before the class for which it is assigned and listed. Most of the reading assignments are very specific; in a few cases, however, there is simply a general direction, for example to “learn” an issue or to "select" certain topics. The numbering indented following and to the right of the Module number (e.g., I-A indented four lines below I in the Module column) is the label assigned to a particular element of the reading material when that element is a reprint of an article or other excerpted or special material that has been duplicated for the class, and the corresponding material will carry that designation (e.g., I-A: *Bromides*) on the cover page. When the assignment is all or part of a book, the book is simply listed without any special identifying number.

Notice that two Exercises, A and B, are identified in the following reading list. See Attachment 2 for the complete list of Exercises.

<u>Module</u>	<u>Assignment</u>
I	First class – no specific reading assignment. NOTE: Each student will be expected to read the news, business and science sections of the <i>New York Times</i> daily from Sept. 15 through Nov. 21. I-A: <i>Bromides</i> (to be handed out in class)
II + III	II-A: The Art of the Checkout II-B: Sample Checkout AA

III-A: Case Material: Kirby and Young

Exercise A: Skim/sample one or more classic management texts on recruitment and prepare to report on what they say.

IV *Bury the Chains*, by Adam Hochschild (read thru) – Houghton Mifflin, 2005

V V-A: *Men, Machines, and Modern Times*, by Elting E. Morison – MIT Press, 1966: pp. 17-38

Bureaucracy: What Government Agencies Do and Why They Do It, by James Q. Wilson – Basic Books, Edition of 2000: Chapters 6, 7 and 12.

VI VI-A: *Intelligence In War*, by John Keegan – Vintage, 2002: pp. 161-183

Essence of Decision, by Graham Allison and Philip Zelikow – 2nd edition, Addison-Wesley, 1999 (Read thru; learn three models of decision- making.)

VII *Bureaucracy: What Government Agencies Do and Why They Do It*, by James Q. Wilson – Basic Books, Edition of 2000: Read Chapters 1 + 2; read thru Chapters 3-5; read Chapter 20.

VIII *Ethical Dilemmas and the Education of Policymakers*, by Joel Fleishman and Bruce Payne – Hastings Center, 1980: Chapter I (pp. 1-8); Chapter III (pp. 15-56). Chapter II optional.

Exercise B: Learn the principal elements of the philosophy of John Rawls and be prepared to present to the class.

VIII-A: *Interrogating Ourselves*, by Joseph Lelyveld – New York Times Magazine, 12 June, 2005, starting page 36.

- IX IX-A: *Old Values, New World: Harnessing the Legacy of Independent Journalism for the Future*, by Peter Goldmark - Aspen Institute, 2001: pp. 1-21
- IX-B: Case Material – Merryvale Program for the Homeless
- IX-C: *The Truth about TV News*, by David Westin – Columbia Journalism Review, March/April 2005: pp. 8-10
- X X-A: *What Remains to be Discovered*, by John Maddox – Free Press, Simon & Schuster, 1998: Introduction, pp. 1-21; read thru pp. 189-272; Chapter 8, Thinking Machines pp. 275- 307; Chapter 10, Avoidance of Calamity; and Conclusion, pp.331 – 378.
- Nuclear Terrorism: The Ultimate Preventable Catastrophe*, by Graham Allison – 2005. Read thru.
- X-B: *Before the Storm*, by Peter Goldmark – in *Just Money*, TPI Editions, Friesens Press, 2004: Essay, pp. 23-50
- XI XI-A: *Figments of Reality*, by Ian Stewart and Jack Cohen – Cambridge University Press, 1997: pp 1-10; 33-49; Chapter 11, pp. 271-299.
- XI-B: Climate Case Packet
1. *The Latest Myths and Fact on Global Warming*, by James Wang and Michael Oppenheimer, Environmental Defense, 2005
 2. *Some Thoughts on Climate Policy*, by Richard S. Lindzen, presentation, Rome, June 2005
 3. *Earth's Energy Imbalance: Confirmation and Implications*, by James Hansen *et al*, SciencExpress, 28 April 2004
 4. *Global Warming and Energy*, by Angela Logomasini and David Riggs in *The Environmental Source*, Competitive Enterprise Institute, 2004, pp. 73-75
 5. *Junk Science*, by George Monbiot, National Guardian, 2005
 6. *The Scientific Consensus on Climate Change*, by Naomi Oreskes – Science Magazine, 3 Dec. 2004, p. 1686 plus *erratum*
 7. *Abrupt Climate Change: Inevitable Surprises* - The National Academies, 2004

8. *Climate of Man*, by Elizabeth Kolbert – The New Yorker, April, 2005

XII I-A: *Bromides* revisited
Attachment 2

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LIST OF REQUIRED PAPERS AND CLASS EXERCISES

PAPERS

First paper: Write a memo to the senior executives of your agency recommending the hiring of either Kirby or Young. The memo may be in any form you choose, but must not be longer than three pages. Your immediate boss has met both candidates and knows something about them, but you are the staffer who has managed the search and is most familiar with the candidates. You are being asked for insight, judgment, comprehensiveness, and useful ways to understand the upside and downside of the two choices. Discussion among class members in preparation of the paper is encouraged, but each student must submit his/her own individual memo. Due Oct. 27. Electronic form encouraged, but not required.

Second paper: Either:

Write a proposal to a publisher for a textbook on the use of the Intelligence Function in management of NGO's.

Or:

Write a plan for introducing a major innovation into an organization you know.

No longer than 5 pages; due Nov. 21.

Third paper: Either:

Describe the ethical dimensions of 5 issues covered in the

New York Times from Sept. 19 to Nov. 21.

Or:

Starting from Attachment 3, "IX-B: Case Material for the 'Merryvale' Exercise", write a paper describing what you, as CEO of the Merryvale Program for the Homeless, would do under the circumstances described.

The paper may be in any form you choose. 3 pp. maximum for the ethical dimensions; 5 pp. maximum for the Merryvale case. Paper due Dec 05.

Fourth paper: Write a memo to a newly elected President assessing the state of the science on climate change. 5 pp. max; due Dec. 16.

CLASS EXERCISES

The following is a guide to the nature and purpose of exercises that we will use in class. We will not necessarily use all of those cited below. We may adapt some of those cited below to suit time constraints or the course of class discussion; and we may use others chosen spontaneously. There are a total of seven exercises. The five exercises numbered "First" through "Fifth" are listed chronologically in the order in which they will occur. Note that there are two Exercises, A and B, that are read-and-report exercises; they are listed in the reading list, due for Modules III and VIII respectively.

First Exercise: (Held at Module IV, based on Modules II + III) There will be a class discussion of the recommendations made in your papers on the Kirby-Young case. One possible format: 2-3 individual students will be asked to present their recommendations, and counter-groups of 3-4 students each will be asked to challenge the individual's presentation.

Second Exercise: Module V: The class will discuss how to implement a specific innovative change in the way this course is taught, managed, and followed, from a list including the following options:

"Rigorous" grading on a scale starting at A and running down through E.

Asking the students to select the topics and the reading for one or more modules.

Changing the last module (XII) from a lecture into an open seminar where the students explain what they have learned and not learned.

Third Exercise: (Held at Module IX) 1-2 volunteers who have selected the "Merryvale" option will be asked to present their preliminary thoughts; they will play the role of the CEO proposing a course of action. The class will act as the senior staff of the Merryvale Homeless Program asked to comment, critique, and advise the CEO on his/her proposed course of action. NB: This exercise will happen before the papers are written.

Fourth Exercise: (Held at Module X, based on Modules VIII + IX) There will be a discussion combining the subjects of these two modules. The class will be divided into two groups (with a possible referee/peace-keeping team as a third unit). The first group will argue that there are virtually no ethical (as opposed to pragmatic) restraints in dealing with the press, and that it is the responsibility of the press to sort out the facts and get the story right; the second group will argue that there are inherent ethical limits and obligations in dealing with the press, and will be asked to define and defend them. This exercise will take place at the beginning of Module X.

Fifth Exercise: Modules I + XII: At some point each member of the class will be asked to add 3 new bromides to the list presently contained in *Bromides*. These will be compiled and presented no later than Module XII.

Attachment 3

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IX-B: Case Material for the "Merryvale" Exercise

You

You are the new CEO (Executive Director) of the Merryvale Program for the Homeless, an NGO in a U.S. metropolitan area of 2+ million people. The MPH runs homeless shelters serving several thousand people in the city core, but raises its non-governmental funds, mostly from individual donors, throughout the metropolitan area. You are a newly appointed CEO from out of town, and you do not therefore have close relationships with the local press; nor have you yet gained the confidence of your staff – you are still "on trial" in their eyes.

MPH

The Merryvale Program for the Homeless is a large, successful non-profit with a good image and a reputation for sound management. MPH has been serving the homeless for more than two decades; it has over 300 staff members and a budget of \$40 million per year. Its literature and public fund-raising campaigns stress that MPH runs "clean, safe shelters" and seeks to help its residents improve themselves in terms of health, job opportunities, education, permanent housing, etc. MPH has a strong internal culture built around the ideas of serving the homeless safely, reliably, and efficiently, and of treating them with dignity. MPH is used to encomia in the local press and praise by local civic organizations. While it receives significant public monies in the form of local and state contracts, roughly half its funds, and therefore most of the financial margin that permits effective management

and programming, come from public contributions, both large and small. MPH is also a major recipient of local United Way funds.

The Crisis

An undercover TV team consisting of cameras and reporters from one of the local evening news shows announces that they have spent the night undetected in MPH's largest shelter, and then proceeds the following evening to air a special report alleging the following: that there were incidents of hard drug use in the shelter (including injection of heroin) as well as drug sales; that there were incidents of prostitution among shelter residents; and that one female resident had apparently arranged for an abortion through another female resident, although the details of this remain murky in the telecast.

The program creates an enormous stir throughout the metropolitan area, and stimulates protests from some religious and civic groups. There are also voices raised in defense of MPH, arguing that these are sad facts of life that take place both on the streets and in shelters, and that it would only make the problem worse if the shelters were closed or their funding withdrawn. MPH receives hundreds of letter of protest, including some from donors saying they will not be making further contributions. One church congregation announces that they will say prayers for the management of MPH, and a state legislative committee schedules hearings on the Merryvale program.

A staff review of the actual telecast comes to the firm conclusion that some of the video used was not shot in an MPH shelter, particularly the footage showing a homeless person giving himself an injection in the arm. (The architecture and décor in the background do not match those of any MPH shelter.)

The Press:

The metropolitan area has three TV stations with local news programs. There are two metropolitan daily newspapers: one, the *Bugle*, is a morning paper (circulation 450,000) that is read by most movers and shakers in the city proper, although the bulk of its circulation is in the suburbs; the second, the *Trumpet*, is an afternoon tabloid (circulation 170,000) read by lower

demographic groups within the city limits; it is also bought as a second, end-of-the-day read for commuters returning to the suburbs at the end of the day. The *Bugle* is fairly "liberal", the *Trumpet* is fairly "conservative".

The Task:

You must devise a press strategy to deal with this crisis. Describe its objectives, the assumptions on which it is based, and how it will affect the following groups:

The press
MPH Staff
State Legislature
Mayor and City Council
Donors
District Attorney
The homeless