

PA 795 Managing for Performance in Public and Non-profit Organizations

Professor Edward Jennings

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Office hours: 5-6, T,W; 10:30-11:30, TR

Or by appointment or drop-in

Spring, 2003

OT 108

T 6:00 – 8:30 p.m.

Over the last fifteen or twenty years, a new reform agenda has dominated governance processes in the United States and abroad. Sometimes called The New Public Management, this reform agenda has challenged traditional governmental processes and management patterns. Among its diverse components is the idea that governance should focus on results rather than processes. Consequently, it is often called results-oriented government. It has affected both governments and the not-for-profit sector. The goal of this course is to develop knowledge about diverse aspects of results-oriented governance and managing for performance in both the public and non-profit sectors. A prominent example in Kentucky is the Kentucky Education Reform Act, a standards-based education reform with a strong focus on outcomes. An example at the national level is the Government Performance and Results Act, which mandates that agencies of the national government develop strategic plans and report the outcomes of their programs. An example that cuts across levels of government is the Government Performance Project, an initiative to assess the quality of public management that includes managing for results among its major concerns. As an example in the non-profit sector, the United Way has moved to shift its funding of community organizations to focus on the results they produce.

Our objectives in the course are to:

- Develop an understanding of the new environment of governance, with its emphasis on performance measurement and results
- Become familiar with the terminology and technology of performance management
- Develop the capacity to design, implement, and evaluate performance management systems
- Develop the ability to think critically about results-oriented governance.

Readings

Two books are available for purchase at the bookstores.

William Gormley and David Weimer, *Organizational Report Cards*

Harry Hatry, *Performance Measurement*

A third book must be purchased on-line from the American Society for Public Administration:

<http://www.aspanet.org/store/publications.html>

Kathleen Newcomer, et al., *Meeting the Challenges of Performance-Oriented Government*

Other readings are generally available on-line through the electronic resources of the library. A few items will be made available as reprints at Johnny Print.

Academic and Professional Honesty

All participants in the class are expected to adhere to the highest standards of academic and professional honesty. If you are not familiar with the University of Kentucky rules and regulations regarding cheating, plagiarism, and other forms of academic dishonesty, become so. You can find the UK Statement of Student Rights and Responsibilities at <http://www.uky.edu/StudentAffairs/Code/>. You should also consult the Code of Ethics of the American Society for Public Administration.

Assignments and Grading

Assignment 1. A critical review of resources on performance measurement 25 points

This assignment involves identifying a set of resource materials on performance measurement and preparing a critical review of those materials. For each resource, the review should provide (1) a clear, concise summary, (2) an assessment of the ways the resource can be used, and (3) an assessment of the quality of the material. **Due: Feb. 25**

Assignment 2. Weekly questions 15 points

No later than 8:00 p.m. of the night before each class session, submit by email to the class three questions that you would like to discuss in class that week. These questions will be used to guide our weekly discussions.

Assignment 3. A critical assessment of a performance management system or the development of a performance management system

Each student individually or in cooperation with others will carry out a project to either critically examine a performance management system of an organization or to develop a performance management system for an organization. This is field work that will allow you to apply in a real world setting the principles we examine in class. **Due: April 22**

Assignment 4. A take-home final exam

The exam will be distributed April 29 and must be turned in no later than May 6 at 6:00 p.m.

Course Outline

January 21. Introductions. Overview of Course

January 28. Overview of Performance Management: What's it about? Why do we do it? How's it done?

Readings:

Gormley and Weimer, chapters 1 & 3

Newcomer, et al., chapter 1

Hatry, Chapters 1 & 2

February 4 Performance management in the context of management and governance theories

Readings:

Hal Rainey and Paula Steinbauer, "Gallopings Elephants: Developing Elements of a Theory of Effective Government Organization," *Journal of Public Administration Research and Theory*, 9 (January, 1999): 1-32

Laurence E. Lynn, Jr., Carolyn J. Heinrich, and Carolyn J. Hill, "Studying Governance and Public Management: Why? How?" in Heinrich and Lynn, *Governance and Performance: New Perspectives*, Georgetown University Press, 2000

Gormley and Weimer, Chapter 2

Patricia W. Ingraham and Amy Kneeder Donahue, "Dissecting the Black Box Revisited: Characterizing Government Management Capacity," in Heinrich and Lynn, *Governance and Performance: New Perspectives*, Georgetown University Press, 2000

February 11 Key Features of the Performance Measurement Process

Readings:

Hatry, Chapters 3-7

Gormley and Weimer, Chapters 4-6

February 18 Key Features of the Performance Measurement Process (continued)

Continue readings from last week

February 25 Performance Measurement and Non-profit Organizations

Newcomer, *et al.*, Chapter 6
Other readings to be assigned

March 4 The Government Performance Project

<http://www.maxwell.syr.edu/gpp/>
other readings to be assigned

March 11 GASB and Service Efforts and Accomplishments

<http://www.seagov.org/index.html>

March 18 spring break

March 25 Government Performance and Results Act

Robert S. Kravchuck and Ronald W. Schack, "Designing Effective Performance Measurement Systems under the Government Performance and Results Act of 1993," *Public Administration Review*, 56 (July/August, 1996): 348-358.

Beryl A. Radin, "The Government Performance and Results Act and the Tradition of Federal Management Reform: Square Pegs in round Holes," *Journal of Public Administration Research and Theory*, 10 (January, 2000):

Teresa Curristine, "Reforming the U.S. Department of Transportation: Challenges and Opportunities of the Government Performance and Results Act," *Publius: The Journal of Federalism*, 32 (Winter, 2002): 25-44.

U.S. GAO reports

April 1 Linking citizens to performance systems

Newcomer, *et al.*, Chapters 7-8

<http://www.andromeda.rutgers.edu/~ncpp/sloan/index.htm>

April 8 Issues in performance measurement and management

Readings to be assigned based on class interests

April 15 **Issues in performance measurement and management**

Readings to be assigned on class interests

April 22 **Project Presentations**

April 29 **Summing Up**

Internet Resources

<http://www.aspanet.org/cap/index.html> **Center for Accountability and Performance, American Society for Public Administration**

<http://www.seagov.org/index.html> **Governmental Accounting Standards Board**

<http://www.maxwell.syr.edu/gpp/> **Government Performance Project**

<http://www.citizensleague.net/cl/SLOAN/sloan.htm> **Citizens League of Minnesota**

<http://www.iowacipa.org/> **The Iowa "Citizen-Initiated Performance Assessment" (CIPA) Project**

http://www.napawash.org/pc_government_performance/about.html **National Academy of Public Administration, Center for Improving Government Performance**

<http://www.andromeda.rutgers.edu/~ncpp/> **National Center for Public Productivity**

<http://www.balancedscorecard.org/basics/index.html> **The Balanced Scorecard Institute**

<http://www.ombwatch.org/gpra/> **OMB Watch**

<http://www.oppaga.state.fl.us/government/> **Florida Government Accountability Board**

<http://www.govresults.com/> **Government Performance Coalition**

<http://www1.icma.org/content/topic.asp?tpid=18> **International City-County Management Association**

<http://www.econ.state.or.us/opb/sitemap.htm> **Oregon Progress Board**

<http://www.lbb.state.tx.us/> **Texas State Government Appropriations Act with Performance Measures**

<http://www.gao.gov/> **U.S. Government Accounting Office**

Additional Article Resources:

David Murphey, "Presenting Community-Level Data in an 'Outcomes and Indicators' Framework: Lessons from Vermont's Experience," *Public Administration Review*, 59 (January/February, 1999): 76-82

Comparing Performance Data, a mini-symposium in the *Public Administration Review*, March/April, 1999. Articles by

Harry Hatry, "Editor's Introduction"

David Ammons, "A Proper Mentality for Benchmarking,"

Charles Coe, "Local government Benchmarking: Lessons from Two Major Multigovernment Efforts,"

Mary Kopczynski and Michale Lombardo, "Comparative Performance Measurement: Insights and Lessons Learned from a Consortium Effort"

Theodore H. Poister and Gregory Streib, "Performance Measurement in Municipal government: Assessing the State of the Practice," *PAR*, 59 (July/August): 325-335

Evan Berman and XiaoHu Wang, "Performance Measurement in U.S. Counties: Capacity for Reform," *PAR*, 60 (September/October, 2000): 409-420

David Ammons, *et al.*, "Performance-Comparison Projects in Local Government: Participants' Perspectives," *PAR*, 61 (January/February, 2001): 100-110

Patria de Lancer Julnes and Marc Holzer, "Promoting the Utilization of Performance Measures in Public Organizations: An empirical Study of Factors Affecting Adoption and Implementation," *PAR*, 61 (November/December, 2001): 693-708

Janet M. Kelly and David Swindell, "A Multiple Indicator Approach to Municipal Service Evaluation: Correlating Performance Measurement and Citizen Satisfaction Across Jurisdictions," *PAR*, 62 (September/October, 2002): 610-621

Susan J. Piotrowski and David H. Rosenthal, "Nonmission-Based Values in Results-Oriented Public Management: the Case of Freedom of Information," *PAR*, 62 (November/December, 2002): 643-657