

PA 834:612 Performance Measurement and Program Evaluation

**Prof. Kathe Callahan**  
**Spring 2003**  
**Tuesdays 2:15-5:00**

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Overview of the course:

**Performance measurement is a concept that has taken on renewed importance in the field of public administration. In part this renewed interest can be attributed to resolutions by various professional organizations urging governments to institute systems for goal-setting and performance measurement. The added emphasis can also be attributed to quality of life issues that are of growing concern to communities around the world. Movements toward greater environmental quality, sustainable development, and healthy communities are evidence of a push for an improved quality of life. Performance measurement is an important tool in identifying and measuring quality of life indicators; especially when citizens are involved in developing and reporting these measures.**

**This course explores the relationship between performance measurement and citizen participation. Students will come to see the value of involving citizens in the measurement of state and local government performance. They will also become familiar with the challenges associated with creating and sustaining meaningful citizen participation. Through theoretical and practical exercises students will systematically examine the important dimensions of performance measurement and citizen participation. How can we develop indicators of performance that are meaningful to citizens and public administrators? How do we effectively communicate these measures to the public so that citizens can hold government accountable for results? How can we develop appropriate participation techniques to foster and sustain citizen involvement? How do citizens know they are getting value for their tax dollar? This course is designed to provide students with the opportunity to wrestle with these questions by acquainting them with the basic themes, concepts and competencies of performance measurement and citizen participation. We will also discuss program evaluation through the use of case studies, and in particular will focus on the use of performance measurement in program evaluation.**

Course objectives:

This course aims to:

- f. Increase knowledge about citizen participation and performance measurement.
- g. Create an opportunity for students to learn and demonstrate various performance measurement techniques.
- h. Create an opportunity for students to learn and demonstrate the various approaches to citizen participation in a democratic society.
- i. Develop an understanding of the role of the public administrator in facilitating or discouraging citizen participation.
- j. Develop a general understanding of the evolving role of the public administrator.
- k. Create an opportunity for students to learn and demonstrate various program evaluation techniques.

Learning outcomes or competencies:

**Students must be able to:**

- h. Identify, analyze and critique the key benefits and shortcomings of a current performance measurement system for a local government.**
- i. Develop and explain at least three options that would enhance the existing performance measurement system critiqued for class.**
- j. Understand and explain the problems associated with the provision of quality municipal services, fiscal stress and resistance to tax increases.**
- k. Demonstrate knowledge of various performance measurement techniques including: input, output, outcome and efficiency indicators, citizen surveys, balanced scorecards, and benchmarking.**
- l. Acquire an understanding of the meaning of program evaluation and key terms frequently used in program evaluation.**
- m. Acquire an understanding of several approaches to program evaluation.**
- n. Distinguish among the different models of citizenship including their assumptions for high performing governments.**
- o. Understand systemic factors that influence public participation, e.g. the role of policy design.**
- p. Understand the role and values of various participation techniques such as public hearings, advisory committees, citizen commissions and boards, grass roots organizing.**

Detailed reading list, required and recommended:

Required Text:

- John Clayton Thomas, Public Participation in Public Decisions, Jossey-Bass, 1995**
- Harry Hatry, Performance Measurement: Getting Results, Urban Institute Press, 1999.**
- Schacter, Hindy, Reinventing Government or Reinventing Ourselves**

Recommended Text:

**Richard Kearney and Evan Berman, Public Sector Performance: Management, Motivation and Measurement, Westview, 1999.**

**Cheryl Simrell King and Camilla Stivers, Government is Us, Sage, 1998.**

Required Articles:

**Sherry Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners, 1969, 8(3), p. 217-224.**

**Evan Berman, "Dealing with Cynical Citizens" in Public Administration Review, March/April 1997, p. 105-112.**

**Evan Berman and XiaoHu Wang, "Performance Measurement in U.S. Counties: Capacity for Reform," Public Administration Review, Sep/Oct 2000, 60(5), p. 409-420**

**John M. Bryson, Gary L. Cunningham, Karen J. Lokkesmoe, "What to Do When Stakeholders Matter: The Case of Problem Formulation for the African American Men Project of Hennepin County, Minnesota in Public Administration Review, September/October 2002, Vol. 62 (5), p. 568-584.**

**Kathe Callahan, "Results-oriented government: Citizen Involvement in Performance Measurement" Paper presented at Winelands Conference, Stellenbosch, South Africa, September 12-15, 2001**

**Robert Denhardt and Janet Vinzant Denhardt, "The New Public Service: Serving Rather than Steering," in Public Administration Review, July/August 2000, p. 549-559.**

**Paul Epstein, Lyle Wray, Martha Marshall and Stuart Grifel, "Engaging Citizens in Achieving Results that Matter: A Model for Effective 21<sup>st</sup> Century Governance," A paper presented at the ASPA CAP Symposium on Results-oriented Government, February 2000.**

**Richard J. Fischer, "An Overview of Performance Measurement," Public Management, Sept. 1994.**

**Fountain, James, "Are State and Local Governments Using Performance Measures?" PA Times, 1997, 20 (1): 2, 8.**

**Harry Hatry, "Performance Measurement Principles and Techniques: An Overview for Local Government," in Richard Kearney and Evan Berman, Public Sector Performance: Management, Motivation and Measurement, Westview, 1999.**

**Cheryl Simrell King, et. Al., "The Question of Participation: Toward Authentic Public Participation in Public Administration," in Public Administration Review, 58, 1998, p. 317-327**

**Julia Melkers and John Clayton Thomas, "What Do Administrators Think Citizens Think? Administrators Predictions as an Adjunct to Citizen Surveys," Public Administration Review, 58 (4), 1998, p. 327-334.**

**John Nalbandian, "Facilitating Community, Enabling Democracy: New Roles for Local Government Managers," in Public Administration Review, May/June 1999, p. 187-197.**

**Theodore Poister and Gregory Streib, "Performance Measurement in Municipal Government: Assessing the State of the Practice," in Public Administration Review, July/August 1999, p. 325-335.**

Robert Putnam, "Bowling Alone: America's Declining Social Capital," Journal of Democracy, 1995, 6:1, p. 65-78.

**Gerald Smith and Carole Huntsman, "Reframing the Metaphor of the Citizen-Government Relationship," in Public Administration Review, 57, 1997, 309-318.**

**Vigoda, Eran, "From Responsiveness to Collaboration: Governance, Citizens and the Next Generation of Public Administration," in Public Administration Review, September/October 2002, p. 527-540.**

**Edward C Weeks, "The Practice of Deliberative Democracy: Results from Four Large-Scale Trials" in Public Administration Review, July/August 2000, p. 360-372.**

**Lyle Wray and Jody Hauer, "Performance Measurement to Achieve Quality of Life," in PM, 1997, 79(8).**

#### **Course Requirements:**

Class participation: I expect students to come to class prepared and ready to participate in all class activities. This includes readings, class discussions, small group activities, debates, and reaction papers.

Reaction papers: Reacting to what other people write helps you think about what they have to say, as well hone your own skills at writing clearly and concisely. These are short, 2-3 pages, papers and each student is expected to submit three reaction papers over the course of the semester. I will develop a schedule that will evenly distribute the papers and have the schedule to you the second week of classes. I know that the class roster will change and therefore I did not create a schedule as of yet. In the reaction papers I expect you to react -- tell me what you think about the readings and if possible apply the theory to present day situations. I do not want a summary of the assigned readings. Students submitting reaction papers will be responsible for leading part of the class discussion the evening their paper is due.

Critique and Recommendations of Existing Performance Measurement System: You may select any community you want --the one you work in or live in, or one discovered on the Internet (however, not Montclair, Dayton, Syracuse or Winston-Salem as we will discuss them as a class). Describe in detail their system of measuring performance. What type of data do they collect? Who collects it? How often? Are measures collected for every function? How are measures reported? Are they tied to the budget? To performance assessments? To a strategic plan? Are citizens involved in the process? How? When? After describing what they do, tell me what you think. Is this a good system? Why or Why not? What would you do differently? Discuss three

specific recommendations you have for improvement. Be prepared to discuss this in class. Bring in samples, or be able to access their website.

Research Paper/Design on Citizen Participation: An in depth analysis of citizen participation in public sector decision-making (not just performance measurement). You can look at specific areas of citizen participation such as environment, planning and development, or you can research topics like the Open Public Meetings Act and citizen initiated referendums. Your paper should be an original research design. Come up with an appropriate research question, conduct a thorough literature review that provides an overview of the theory and a discussion of the empirical findings as they relate to your question, select and defend your methodology, discuss your data (dependent and independent variables) and the data collection techniques. Conclude your paper with a discussion of the anticipated findings and the implications they have for public administration. You do not have to collect or analyze the data, just explain what you intend to do. 15-20 pages.

Original Performance Measurement System: The class acting as a small citizen advisory committees on government performance will develop a manageable/feasible performance measurement plan for the City of Newark and present that plan to the “city council” for approval. The plan you develop should reflect the priorities of the city and acknowledge the demographic data of Newark in terms of data collection, data reporting, and citizen involvement. The plan you develop should be feasible, meaning it could reasonably be implemented, yet detailed. Will you build on an exiting framework or start from scratch? Where do you begin and how do you begin? With who? Why? Anticipate how much time it will take to implement the plan. The resources needed to implement the plan. If you plan to engage citizens, how will you do that? The written plan should be submitted to me as if I were Mayor Sharpe James. Included in your plan should be examples of data collection tools, surveys, sample reporting formats, etc.

Group Presentation: The citizen advisory committee will present their plan to the class as if they were presenting their plan to the Mayor and council. I’m not sure who will act as the Mayor and council at this time, but I will figure it out. They will ask questions and raise concerns – political and otherwise. Be prepared to think on your feet. Come prepared with handouts, PowerPoint presentation; whatever you think is needed and appropriate in gaining approval. The Mayor and council will vote to adopt, or shelve, your plan based on your report and presentation. The presentation should take one hour. Be creative.

Evaluation criteria, weight in final grade and due dates for work:

<b>Elements of Grade:</b>	<b>Weight</b>	<b>Due Date</b>
<b>Participation</b>	<b>10%</b>	<b>Weekly</b>
<b>Weekly Reaction Papers</b>	<b>10%</b>	<b>Weekly</b>
<b>Critique and Recommendations of Existing Performance Measurement System</b>	<b>20%</b>	<b>8<sup>th</sup> week</b>
<b>Research Design on Citizen Participation</b>	<b>25%</b>	<b>11<sup>th</sup> week</b>
<b>Original Performance Measurement System and Group presentation</b>	<b>35%</b>	<b>15<sup>th</sup> week</b>

Week by week list of topics, readings, assignments:

**Week 1: Introductions, course overview, expectations**

**Week 2: Adding value to performance measurement**

**Read:**

**Lyle Wray and Jody Hauer, "Performance Measurement to Achieve Quality of Life," PM, 1997, 79(8).**

**Grifel, A Model presented at Government,**  
**Paul Epstein, Lyle Wray, Martha Marshall and Stuart "Engaging Citizens in Achieving Results that Matter: for Effective 21<sup>st</sup> Century Governance," A paper the ASPA CAP Symposium on Results-oriented February 2000.**

**presented at Africa, September**  
**Kathe Callahan, "Results-oriented government: Citizen Involvement in Performance Measurement" Paper Winelands Conference, Stellenbosch, South 12-15, 2001**

**Week 3: Performance Measurement Basics**  
**Readings:**

**of Theodore Poister and Gregory Streib, "Performance Measurement in Municipal Government: Assessing the State the Practice," in Public Administration Review, July/August 1999, p. 325-335.**

**Richard Performance: \_\_\_\_\_**  
**Harry Hatry, "Performance Measurement Principles and Techniques: An Overview for Local Government," in Kearney and Evan Berman, Public Sector Management, Motivation and Measurement, Westview, 1999.**

**Richard J. Fischer, "An Overview of Performance Measurement," Public Management, Sept. 1994.**

**Fountain, James, "Are State and Local Governments Using Performance Measures?" PA Times, 1997, 20 (1): 2, 8**

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Week 4 & 5:

**Citizen Participation**

Readings:

Journal  
217-224.

Sherry Arnstein, "A Ladder of Citizen Participation,"  
of the American Institute of Planners, 1969, 8(3), p.

John M. Bryson, Gary L. Cunningham, Karen J. Lokkesmoe, "What to Do When Stakeholders Matter: The Case of Problem Formulation for the African American Men Project of Hennepin County, Minnesota in Public Administration Review, September/October 2002, Vol. 62 (5), p. 568-584.

Robert Putnam, "Bowling Alone: America's Declining Social Capital,"  
Journal of Democracy, 1995, 6:1, p. 65-78.

Cheryl Simrell King, et. Al., "The Question of Participation: Toward Authentic Public Participation in Public Administration," in Public Administration Review, 58, 1998, p. 317-327.

Weeks 6:  
book

**Reinventing Ourselves -- Schacter book**  
**Public Participation in Public Decisions -- Thomas**

Weeks 7 & 8:

Performance Measurement Process -- Hatry Book

Oregon Benchmarks, Minnesota Milestones, Portland Experience

**Critique of and Recommendations for Existing Performance Measurement System Due**

Week 9:

The New Public Administrator—From Expert to Facilitator  
Readings:

Evan Berman, "Dealing with Cynical Citizens" in Public Administration Review, March/April 1997, p. 105-112.

Democracy:  
Administration

Weeks, Edward C. "The Practice of Deliberative Results from Four Large-Scale Trials" in Public Review, July/August 2000, p. 360-372.

**in** John Nalbandian, "Facilitating Community, Enabling Democracy: New Roles for Local Government Managers," Public Administration Review, May/June 1999, p. 187-197.

Robert Denhardt and Janet Vinzant Denhardt, "The New Public Service: Serving Rather than Steering," in Public Administration Review, July/August 2000, p. 549-559.

**Metaphor** Gerald Smith and Carole Huntsman, "Reframing the of the Citizen-Government Relationship," in Public Administration Review, 57, 1997, 309-318.

Julia Melkers and John Clayton Thomas, "What Do Administrators Think Citizens Think? Administrators Predictions as an Adjunct to Citizen Surveys," in Public Administration Review, 58 (4), 1998, p. 327-334.

Weeks 10 & 11: Bringing Citizens into the Equation  
Cases: Montclair, Dayton, Syracuse, Winston-Salem  
Research Paper on Citizen Participation Due

Week 12 : Communicating Results  
Reports, Data, Technology, Media

**Week 13 &14:** **Program Evaluation**  
**Two Kennedy School of Government Case Studies**

**Week 15:** **Student Presentations**  
**Final Paper Due**