

UNIVERSITY OF PENNSYLVANIA

Fels Institute of Government

GAFL 732: Public Management

Fall Term 2012: Tuesdays 1:30 p.m.-4:30 p.m.

Co-Instructors*

Professor John J. DiIulio, Jr.	julio-jr@sas.upenn.edu
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*Bios on the last pages of this syllabus

Course Mission: This core MPA course is intended to help each student

- (1) learn more than he or she already knows about public management both as a profession and as a field of academic study;
- (2) participate in several “live case studies” in public management including a course-wide, real-time, multi-week exercise on federal health care law;
- (3) relate what he or she knows or is learning about two other core MPA subjects, statistics and economics, to selected real-world public management problems; and
- (4) reflect more fully, and in the company of supportive peers, instructors, and special guests, on the prospect of a post-MPA career in governance.

Required Books: Prof. DiIulio, the primary course instructor, is giving to each student a gift copy of the first book and a gift copy of the last book that the class will be reading:

- Jeffrey Pressman and Aaron Wildavsky, Implementation: How Great Expectations in Washington Are Dashed in Oakland; Or, Why It’s Amazing that Federal Programs Work at All, This Being a Saga of the Economic Development Administration as Told by Two Sympathetic Observers Who Seek to Build Morals on a Foundation of Ruined Hopes, 1984, Third Edition, Expanded (assigned for September 10 class meeting)
- John M. Bridgeland, Heart of the Nation: Volunteering and America’s Civic Spirit, 2013 (assigned for December 10 class meeting)

Each student needs to obtain his or her own copy of each book listed below:

- Donald F. Kettl, The Politics of the Administrative Process, 2011, **5th Edition**

Note: The Kettl book will serve as the course textbook, with specific chapters assigned throughout the semester starting September 3. All textbook-related references and the final examination will be keyed to the 5th Edition. Reading of the cases in each assigned chapter is encouraged but optional (textbook cases will not be tested on the final exam).

Each student must have his or her copy of the textbook and bring it to the first course meeting. The rest of the required books are listed below in the class meeting order in which they are assigned:

- Paul R. Verkuil, Outsourcing Sovereignty: Why Privatization of Government Functions Threatens Democracy and What We Can Do About It, 2007 (September 17 class meeting)
- John D. Donohue and Richard J. Zeckhauser, Collaborative Governance: Private Roles for Public Goals in Turbulent Times, 2011 (October 1 class meeting)
- Staff of the Washington Post, Landmark: The Inside Story of America's New Health Care Law and What It Means for Us All, 2010 (October 15 class meeting)
- Norma M. Riccucci, ed., Serving the Public Interest: Profiles of Successful and Innovative Public Servants, 2012 (October 22 and October 29 class meetings)
- Martin E.P. Seligman, Learned Optimism: How to Change Your Mind and Your Life, 2006 (November 19 class meeting)
- Daniel Kahneman, Thinking, Fast and Slow, 2011 (December 3 class meeting)

Other readings (reports, articles, charts, excerpts) will be distributed to students in class or be available online.

Course Format: Each week the entire class will meet at the appointed time (1:30 p.m. sharp). In some weeks, the class meeting will feature a lecture that will be laced with opportunities for class discussion and questions. In other weeks, all or part of the class meeting will feature one or more special guests. In some weeks, the class meeting will revolve around student Task Group (TG) presentations on particular readings, cases, or exercises.

Task Group (TG) Designations, Assignments, and Grading: *The faculty and staff matter (we hope!), but the single most valuable, intimate, and lasting sources of graduate professional learning (not to mention long-term personal and professional relationships) in a program like ours are one's peers.* In both letter and in spirit, the TG format, imperfections and all, is a proven way to capitalize on that pedagogical, personal, and professional development reality.

Each TG will be composed of five or six students. Each TG will be designated by a number as in "TG1" and "TG 2." All TG designations are made by alphabetical grouping and are final (see the last page of this syllabus for your TG designation). It is expected that TG students will

organize themselves outside of class and quickly evolve into *a socially cohesive and academically effective unit*.

Each TG will be judged by the co-instructors based on its in-class performance. All told, TG assignments will account for a third of each student's final course grade. All members of a given TG receive the same grade for each TG assignment and hence the same final TG grade, with this exception: any student who is judged by the co-instructors to have been an exceptionally active and effective participant in executing TG assignments will receive a TG grade that is a half-grade higher than the TG grade received by other members of his or her TG.

A TG paper, memo, or oral presentation must represent the work of the entire TG. No individual "TG" written work will be accepted, nor is any TG member to submit a "dissenting" paper or memo. It sometimes happens that a TG falls into the trap of having each member or a few members take turns doing TG papers or memos for the whole TG, giving non-participating members "the week off" in return for their doing (or having done) all the work on another assignment. That practice violates both the letter and the spirit of the TG format and pedagogy, and it could in certain instances constitute plagiarism (by falsely representing as one's own academic work that one did not do). The trap gets sprung when members of the TG that did not participate (or so much as do the relevant week's reading with any care) are asked questions about the TG's paper or memo.

That understood, a TG oral presentation should not be conducted as a show-and-tell report in which each member of the TG speaks. Rather, TG members should arrange to meet together, discuss the assignment, exchange ideas, and, with each and all having done the assignment as a TG, agree on which one member or two members of the TG will present for the TG. If a TG prefers to have the same member or members speak for it on most or all occasions, that is not desirable, but it is acceptable and will not count against the TG in grading. Unless otherwise directed, a TG oral presentation, start to finish, is a maximum of 15 minutes (any TG oral presentation that goes past 15 minutes will be promptly cut off).

Each TG decides what, if any, materials to distribute to the rest of the class, whether to use power point, et cetera. But the TG is responsible for all pre-presentation preparations (e.g., check and ready any tech needs in advance). No TG may assign additional reading to the rest of the class in concert with its presentation. Typically, immediately following a TG presentation, a course instructor will facilitate a brief follow-up discussion or pose clarifying questions.

"Before and After Fels" Talks: In addition to weekly assignments, each individual student will give an informal but prepared 10 minute talk about their past, present, and future in relation to "public management" and "governance." The GAFL 732 students that piloted this course component a few years ago unanimously recommended institutionalizing it, and so we have done so. The talks occur in the last half or third of a class meeting. Seven talk dates are being offered. The date schedule (and number of talks to be scheduled for each date) is as follows:

September 17 (4); October 1 (4); October 8 (4); October 22 (5);

November 12 (5); November 19 (5); and December 3 (5)

Students may sign up for a talk date (first-signed up, first-served) by emailing Mr. Siegel (marc.b.siegel@gmail.com). If a week prior not enough students have signed up for a given talk date, then a requisite number will be randomly selected and assigned from among those students that have not yet signed up for any talk date. The talk is graded Pass/Fail.

Course Grading: In addition to TG work (worth one-third of the final grade), each student will be graded on individual assignments and class participation (worth one-third of the final grade), and each student is required to take a final examination (worth one-third of the final grade). The final examination will be half essay exam (covering all course material except the textbook, the Staff of the *Washington Post* book, and the Bridgeland book) and half multiple-choice exam (testing only the assigned chapters of the textbook minus the cases in each assigned chapter).

Penn Protocols for MPA Student Conduct, Attendance, and Participation

The Fel Institute of Government is a unit of Penn's School of Arts and Sciences (SAS) and is administered by the SAS College of Liberal and Professional Studies (LPS). The Fels MPA program is an SAS-LPS graduate professional program. With statistics and economics, GAFL 732 is one of that program's three "core of the core" courses.

GAFL 732 has fourteen scheduled class meetings. GAFL 732 has much required individual and group "homework" (independent research and writing, task force assignments) that must be conducted outside class meetings.

A GAFL 732 final examination date and time will be assigned by Penn's Office of the Registrar. The co-instructors have no discretion regarding the final examination date and time.

SAS-LPS have established protocols governing student conduct, attendance, and participation in graduate professional courses offered by degree-granting programs. Consistent with these protocols, and mindful of intra-class equity considerations, be advised that either formal Penn disciplinary action, or a reduction of the final course grade by a half-grade or more, or a failing grade for the course, may result from any one or any combination of the following: a violation of academic integrity (NOT limited to acts of plagiarism) or a violation of other student conduct standards including ones pertaining to classroom behavior; a repeated failure to attend class on time; a repeated pattern of leaving class before class is concluded; failure to perform any assignment as directed and scheduled; an unexcused absence from class; or a failure to take and submit the final examination as directed and scheduled.

Also be advised that job interviews, personal travel, work or travel related to other courses, and most other personal or professional activities, *including other Fels-related* activities, will NOT be accepted as valid reasons for an excused absence.

September 3

“Governance” (Not Government) and “Public Management” (Not Just “Public Administration)

- Delivering Good Food to Children Where Needed (and Legally Mandated)—Or Not?
- “Mildred,” CMS, and Health Care by Proxy: ACA “Train Wreck” or “No Rail Service”?
- Collecting Taxes; Fixing Sewers; Treating Toxic Wastes; Mobilizing Community Service Workers; Responding to Disasters; Closing Offices; Counting Votes...More?
- No Blinking or Wishful Thinking: Big-Inter Government by Proxy and Its Discontents
- Help Wanted: Public-Spirited Governance Professionals in All Sectors—Government Agencies, Business Firms, and Nonprofit Organizations (aka, *Public Managers*)
- The Fels Tradition’s Answer to the “Problem of Many Hands”: *Professional Public Managers that Assume Personal Responsibility for Leadership and Management of the Means By Which Democratically-Enacted Laws Are Translated into Democratically-Accountable Administrative Actions, Results, and Performance*
- Fels Public Managers: From Government’s “Grease Monkeys” to Governance’s “General Contractors” (and Your MPA “Core”—This, Econ, Stats, and Beyond)
- GAFL 732: The *It* (Subject Matter, Readings, Exercises), the *Us* (Peers, Instructors, Class Meetings, Task Groups, “Before & After” Reflections), the *Them* (Guests, Live Case Studies, Other Courses), and the *You*
- Felsians Wanted: Do You REALLY Want to *Do* Public Management (the Real-World Activity, That Is—You Still Need the Course to Get the MPA Degree)? **WHY?**

READINGS

**Food Research and Action Center (FRAC), *Hunger Doesn’t Take a Vacation: Summer Nutrition Status Report 2009*, (FRAC, July 2009), Table 3 (distributed to class)

**James W. Fossett, “Observations: Let’s Stop Improvising Disaster Recovery,” Rockefeller Institute of Government, July 2013 (distributed to class)

**Kettl, Chapters 1-3 and Chapter 12

**Pressman and Wildavsky, pp. x-xii, pp. 102-110

**Three Figures: federal outlays, employment, regulations, 1940-2010; federal, state, and local spending, 1980-2011; federal, state, and local employees, 1962-2007) (distributed to class)

**Melvin J. Dubnick and H. George Frederickson, *Public Accountability*, Kettering Foundation and National Academy of Public Administration (NAPA), 2011 (available several places online including the NAPA website), pp. 1-12 and 41-50

September 10

“Implementation” in the “Extended State”: For What, How, and By Whom?

From the Readings:

“In order to get all the decision points, the program required dozens of clearance actions by a wide range of participants...The remarkable thing is that new programs work at all.”

“The U.S. Department of Commerce’s Economic Development Administration (EDA) today announced an \$879,000 grant to the University of Pennsylvania to provide technical assistance to small businesses...”

READINGS

**Pressman and Wildavsky, entire

**Annual Report to Congress: U.S. Department of Congress, Economic Development Administration, FY 2011, statement by Acting Commerce Secretary, table of contents, statement by Acting Assistant Secretary, and overview statement (distributed to class)

**FY 2012 Budget in Brief, EDA, pp. 38-42 (distributed to class)

**EDA, Press Release, February 27, 2013 (distributed to class)

Live Case Study #1

The Economic Development Administration (EDA): Then and Now, and Better or Worse?

Individual Paper Assignment

Due at the start of class, 800 words or fewer (your name, the date, and your final word count MUST appear at the top of the first page of your paper): Summarize the EDA “Oakland Project” saga. What do Pressman and Wildavsky suggest are the case’s most important general lessons about “implementation”? How does the tale illustrate what Kettl terms “government by proxy” and what Dubnick and Frederickson term the “extended state”? Conclude your paper by offering a single sentence that you feel captures an overarching historical or empirical truth about governance in the United States today, taking a little literary license if the spirit moves you (e.g. *“The United States is a nation that spends like it has a big government, taxes like it has a small government, and administers like it has no government.”*)

Task Group Assignment

Each TG, drawing on the materials on the EDA distributed by the instructors and doing whatever additional independent research it wishes, must submit to Mr. Siegel by or before 9AM on the day the class meets a memo (maximum 4 pages) responding to the statement below. Each TG will be called on to summarize its memo and/or to respond to what other TGs had to say.

“Whatever it was like when Pressman and Wildavsky studied it, today’s EDA has the ‘implementation’ business well in hand. Why, in its FY 2011 report, the Acting Commerce Secretary—an economist who began her career teaching in Princeton’s MPA program and has been dean of another major public policy school—stated that throughout its ‘history, EDA has invested in bottom-up regional innovation strategies to strengthen the nation’s regions...and help create jobs.’ And the Assistant Secretary echoed her statement, adding that EDA represents ‘a new, smarter government model’ that ‘leverages complementary resources, breaks down Washington silos, highlights best practices, and achieves greater impact and return on investment.’ Plus, the EDA overview tells us that ‘EDA’s economic development footprint is wide, and its toolbox is extensive...construction assistance, technical assistance, post-disaster recovery assistance...’ and more. For instance, since 2004, EDA has funded nearly 60 ‘University Centers’ that assist local governments and nonprofit organizations in advancing regional economic development strategies and projects. Indeed, in February 2013, EDA announced that the University of Pennsylvania received an \$879,000 grant (probably went via the EDA office in Philly to that wonderful old Fels Institute!) I’m pretty sure that the University Centers program, the Public Works program, and other EDA programs are models of excellent governance in action. In sum, whatever EDA was back then, EDA now proves that implementation, even in our era of hyper-proxy government and the over-extended state, is perfectly possible. We just need to figure out how EDA-related public managers and their partners do it and then do the same in other policy domains.”

September 17

“Faithfully Execute” by “Outsourcing Sovereignty”?

From the Readings:

“No matter how many layers of accountability policymakers build, the responsiveness and effectiveness of public administration depend ultimately on the ethics of individual public administrators.”

“The continued outsourcing of government functions has reached the point where limits on it must be addressed...These limits must be fixed for our democracy to work.”

READINGS

**Kettl, Chapters 4, 5, and 14

**Verkuil, entire

TALKS

>>Benjamin Filreis (C’15, FURS Fellow): A Glance at Proxy Government at PennDot

>>Four “Before and After Fels” Talks

September 24

And the Practical Alternatives to “Outsourcing Sovereignty” Are...?

From the Readings:

“Fundamental organizational problems recur with frustrating regularity in most agencies and at all levels of government and administrative levels.”

“While we find that the scope of Philadelphia’s summer nutrition program is impressive...we believe that Philadelphia still has substantial room for improvement.”

“The disparities in participation among the 50 states plus the District of Columbia are dramatic.”

READINGS

**Kettl, Chapters 6-7

**Emma Ellman-Golan et al, *Summer Nutrition Programs in Philadelphia*, University of Pennsylvania, Political Science 298, Spring 2011 (online at the Penn Fox Program website)

** Food Research and Action Center (FRAC), *Hunger Doesn’t Take a Vacation: Summer Nutrition Status Report 2009*, (FRAC, July 2009), Introduction and Table 3 (distributed to class)

Live Case Study#2

Delivering Federally Funded Meals to Children in the Summer Months: Is Philly as Good As It Gets?

SPECIAL GUEST: Mr. Max Finberg, Senior Advisor to the Secretary, United States Department of Agriculture (USDA); former Director, USDA Center for Faith-Based and Neighborhood Partnerships; former Chief of Staff to U.S. Rep. Tony Hall (D-OH); Founding Director, Alliance to End Hunger.

Individual Paper Assignment

Due at the start of class, 600 words or fewer (your name, the date, and your final word count MUST appear at the top of the first page of your paper): Regarding the data in Table 3 of the FRAC report, how might you begin to explain what the report terms the “dramatic” inter-jurisdiction differences in participation rates? What do you make of the tails of the distribution—D.C. at one end at 80%, Oklahoma and Nevada at the other end at 4%---and of the five states that each are at 20% or higher? What about unreported intra-jurisdiction differences?

For example, the rate in Philly has been about 50% but the rate for all of Pennsylvania has been far lower than 50%. What might explain not only “dramatic” variance in inter-jurisdiction rates but equally “dramatic” intra-jurisdiction variance in rates? Also, what might account for variance in inter-jurisdiction and/or intra-jurisdiction rates over time? For instance, over any given five-year period, some states/cities have risen in the participation rate rankings while others have fallen and still others have remained in place. Whatever other variables (demographic? what?) you think might help to explain each type of variance, do you suppose that there any “public management variables” that account for some fraction of the inter-jurisdiction and/or intra-jurisdiction variance in rates, and, if so, how might you begin to conceive, measure, and test them?

Task Group Assignment

Each TG, drawing on the materials on the USDA’s summer food programs in Philadelphia distributed by the instructors, and doing whatever additional independent research it wishes, must submit to Mr. Siegel by or before 9AM on the day the class meets a memo (maximum 4 pages) responding to each of the two questions below. Each TG will be called on to summarize its memo and/or to constructively critique what other TGs had to say.

- 1) You have a chance to meet with a key USDA official and give him your best single “public management idea” regarding how to increase significantly (say by 20 percent or more) the number of USDA-funded meals delivered in the summer of 2014 to children in Philadelphia. You are no experts, but you are quick studies (and many real-world assignments like this one go to people with even less expertise on the particular topic, less time to cogitate, and less access to others doing the same, than you have here): so, what *do* you recommend?
- 2) Speaking of “outsourcing sovereignty,” what if the religious nonprofit organization in Philadelphia that delivers the most USDA-funded meals in the summer decided for whatever reasons to end, rather than to expand, its role in the program come summer 2014? (Fortunately, this is *purely* hypothetical, but *what if?*) Is it already time to forget about your answer to the first question?

October 1

If “Collaborative Governance” is the Answer, then what is the Question?

READINGS

**Donohue and Zeckhauser, entire

Individual Paper Assignment

Due at the start of class, 700 words or fewer (your name, the date, and your final word count MUST appear at the top of the first page of your paper): *“If in my public management life I had to follow just one book or the other, either the Verkuil book or the Donahue and Zeckhauser book, I’d follow the Verkuil/Donohue and Zeckhauser (D&Z) book because...”*

LIVE CASE STUDY#3

The “Tax Gap”: Close It Through “Collaborative Governance” or—What?

SPECIAL GUEST: Ms. Patricia J. Haynes, Deputy Chief, Internal Revenue Service (IRS) Criminal Division. Deputy Chief Haynes directs worldwide programs for investigating potential criminal violations of the Internal Revenue Code and related financial crimes. She advises the IRS Deputy Commissioner (Services and Enforcement) and IRS Commissioner on Criminal Investigation matters. She also manages the day-to-day activities of the Headquarters Criminal Investigation organization.

Task Group Assignment

“In recent years, several bipartisan blue-ribbon bodies have called for cutting federal spending by \$4 trillion or so over a ten-year period. But, hey, we can instead increase federal revenues by \$4 trillion or so over a ten-year period. How? Why, merely by collecting all business and individual taxes that are due each year under existing federal tax laws, that’s how! Each year about \$400 billion in federal taxes goes uncollected. The U.S. Government Accountability Office (GAO) has issued numerous reports on the “tax gap.” Sure, the tax code’s complications make collections no snap. True, Congress has not authorized hiring more IRS agents to get the job done. Still, the IRS could just use ever more private debt collection agencies or pursue other ‘collaborative governance’ tactics to get the job done!” Based on whatever independent research each TG opts to do (suggestion: the relevant 2008-present GAO reports are especially valuable), come to class prepared to discuss the TG’s take on the foregoing prompt, and to engage with a top IRS official who has spent her life as a truly exemplary public manager.

TALKS

>>Four “Before and After Fels” Talks

October 8

Medicaid Governance: What's a Civil Servant/Other Public Manager to Do?

From the Readings:

“Doing the public’s work—and doing it well—requires finding, recruiting, and retaining good people; ensuring that they work according to the laws and norms of a democratic society; and creating incentives for the highest levels of performance.”

“The Court today limits the financial pressure the Secretary may apply to induce States to accept the terms of the Medicaid expansion. As a practical matter, that means States may now choose to reject the expansion; that is the whole point...We have no way of knowing how many States will accept the terms of the expansion....”

“There are five major players in the health care economy—providers of care, consumers, and three types of intermediary organizations...private employers, governments, and insurance companies. In recent years, all five...have seen their role and influence change...”

“It is true that about two-thirds of all Medicaid beneficiaries are low-income children plus non-disabled low-income adults...But it is also true that about two-thirds of Medicaid dollars are spent on the one-third of the Medicaid beneficiaries that are elderly or disabled...”

READINGS

**Kettl, Chapters 8 and 9

**Richard P. Nathan, “America’s Health Care Cost Crisis and What to Do About It,” Rockefeller Institute of Government, March 2013 (distributed to class)

***National Federation of Independent Business Et Al. v Sebelius, Secretary of Health and Human Services Et Al.* (2012), Section IV-A and IV-B (on “Medicaid expansion”), pp. 45-58 (distributed to class)

**David A. Bositis, “The Deep South and Medicaid Expansion,” Joint Center for Political and Economic Studies, May 2013 (available online at the Joint Center website)

**Sarah Kliff and Dan Keating, “One Hospital Charges \$8,000—Another, \$38,000,” *Washington Post*, May 8, 2013 (available online at *Washington Post* website)

** “Teaching Note: GAFL 732—A Primer on the History and Politics of Medicaid and Other Federal Social Welfare Programs”

Live Case Study#4

Medicaid in PA: How Does It Work and Is It Expanding?

Individual Assignment (No Paper)

The story in the *Washington Post* reports that the price of many a given patient service varies widely from one hospital to the next even within a given city (and even among and between hospitals that are just minutes away from one another). Forget public management for a moment (but only for a moment!) and think instead like a card-carrying economist-in-training: What concepts or theories in economics might help to explain such disparities in prices? Do “third-party payers” affect how “supply and demand” works in relation to prices? Or is all or part of the explanation for such price differences to be found, as it were, “beyond economics”? Be prepared if called upon to offer your best answers to these questions.

Task Group Assignment

Based on the assigned readings and whatever independent research it chooses, each TG must submit at the start of class a “fact sheet” memo (maximum 3 pages) summarizing basic background information on the federal-state Medicaid program—history, federal role (from “HCFA” to the “Centers”), financial and administrative role of the states, per capita expenditures on different beneficiary groups, and so on.

In addition, each TG is to independently research and report on a particular piece of Medicaid governance in the Keystone State (10 minutes per TG):

TG1: Medicaid in Pennsylvania and Its Beneficiaries

TG2: Medicaid in Pennsylvania and the Federal Government

TG3: Medicaid in Pennsylvania and the State Government

TG4: Medicaid in Pennsylvania and the Local Governments

TG5: Medicaid in Pennsylvania and the For-Profit Sector

TG6: Medicaid in Pennsylvania and the Nonprofit Sector

TALKS

>>Four “Before and After Fels” Talks

October 15

Implementing the Affordable Care Act—or Not?

From the Readings:

“The debate did not end with Obama’s signature...It will resurface as the new law is implemented in stages...”

“One thing is clear: Obamacare will fail if he doesn’t start paying more attention to the details of implementation...”

READINGS

**Staff of the *Washington Post*, entire

**Joe Klein, “Obamacare Incompetence,” *Time* (In the Arena-Swampland), April 2, 2013 (available online)

**Materials on the Rockefeller Institute-Fels Institute Field Network Study of the Implementation of the Affordable Care Act (distributed to class)

Live Case Study#5

Passing/Implementing “Obamacare”

Individual Paper

Due at the start of class, 700 words or fewer (your name, the date, and your final word count MUST appear at the top of the first page of your paper): Summarize the “inside story” of how “Obamacare” became law. In your view, which, if any, of the compromises made the law’s public management challenges easier/harder? Is Joe Klein right about the “health exchanges”? Based on whatever independent research you do, conclude your paper by stating how the implementation of the “health exchanges” appears to be going at present in Pennsylvania.

Task Group Assignment

Each TG will be assigned a research topic that will contribute to the draft of the class-wide report, **“Implementing the Affordable Care Act in Pennsylvania: An Early Status Report,”** to be presented on November 5 when the class will have as its special guest Dr. Richard P. Nathan. One member of each TG will be assigned to the report coordinating committee. That “TG7” will be responsible for crafting and presenting the work on November 5, and, in consultation with the members of his or her own regular TG and the other members of “TG7,” redrafting it into a final report. The final report is due by or before 5PM on Friday, December 6.

October 22

Are Great Public Managers Born, Made, or Both?—Part I

From the Readings:

“There is a surfeit of studies...on effective leadership of public and nonprofit institutions... This reader seeks to fill the gap by presenting a series of profiles on public servants who are committed to serving the public interest.”

READINGS

**Ricucci, Introduction and whatever chapter your TG is assigned plus at least one of the following: Chapters 4, 5, 7, 10, 12, 13 and 14

Individual Paper

Due at the start of class, but to be shared in advance of class with other members of your TG: Assess what, if any, “economics” or “statistics” know-how you think was possessed (even if not explicitly used or demonstrated) by the public manager about which you read. List what you take to be “two praiseworthy public management leadership traits or skills” possessed by the person profiled in your TG’s assigned chapter for this week, and briefly state which of those two traits or skills you believe yourself to possess/lack to whatever degree; 600 words or fewer.

Task Group Assignment

Each TG will give a 10-minute presentation on its assigned chapter.

TG1: Chapter 4 (Donna Shalala)

TG2: Chapter 5 (Lillian Borrone)

TG3: Chapter 7 (Sean O’Keefe)

TG4: Chapter 10 (Viola O. Baskerville)

TG5: Chapter 12 (Nancy Alfaro)

TG6: Chapter 13 (Chrik Portman)

TALKS

>>Five “Before and After Fels” Talks

October 29

Are Great Public Managers Born, Made, or Both?—Part II

From the Readings:

“Whether bringing some experience from higher education..., law..., or volunteerism..., these administrators share a lifelong commitment to promoting the public good, which serves as an important attribute of effective performance.”

READINGS

**Ricucci, Conclusion

SPECIAL GUEST: Dr. Susan Marquis, Dean of the Pardee Rand Graduate School; former Vice President, LMI, a nonprofit consulting firm dedicated to improving public management; former Assistant Deputy Chief of Naval Operations; former Director, Planning and Analytic Support Division, Office of the Secretary of Defense; and author, *Unconventional Warfare: Rebuilding U.S. Special Operations Forces* (Brookings Institution Press, 1997).

Task Group Assignment

“TG7” and All TGs: Updates and Follow-Ups on the ACA project

November 5

21st Century Health Care Policy Governance: Can Public Managers (Even Felsians!) Meet the Challenge?

Live Case Study#6

Implementing the ACA in Pennsylvania: An Early Status Report by the Fels Institute's Public Management Task Force

SPECIAL GUEST: **Dr. Richard P. Nathan**, the “Dean of Public Management” Scholars and Practitioners; present Co-Director of the National Field Network Study of the ACA’s implementation; former Director, Rockefeller Institute of Government; former Professor of Public Affairs, Princeton University, Woodrow Wilson School; former Senior Fellow in Governance Studies, the Brookings Institution; former Chairperson, Manpower Development Research Corporation; former federal official in the Office of Management and Budget and the Department of Health, Education, and Welfare; Co-Creator of the National Commission on State and Local Public Service; author of scores of articles and several classic books and studies, including *The Plot That Failed: Nixon and the Administrative Presidency* (1975), *Turning Promise into Performance* (1993), and *Social Science in Government* (2000).

November 12

Principal-Agent Theory: You the Public Manager as “Principled Agent”?

From the Readings:

“... ‘principled agents’—workers who do not shirk, subvert, or steal on the job even when the pecuniary and other tangible incentives to refrain from these behaviors are weak or nonexistent. These workers also perform thankless tasks, go above and beyond the call of duty, and make virtual gifts of their labor even when the rewards for behaving that way are highly uncertain at best.”

READINGS

**Kettl, Chapter 4 (re-read pp. 116-118) and Chapter 10

**John J. DiIulio, Jr., “Principled Agents: The Cultural Bases of Behavior in a Federal Government Bureaucracy,” *Journal of Public Administration Research and Theory*, 1994 (distributed to class)

Individual Paper Assignment

Search your own experiences with organizations of all types. What, if any, “strong culture” organizations have you experienced either as a member or a leader or in some other capacity? And what, if any, “weak culture” organizations have you experienced? And what is your most characteristic approach to “decision making” (incremental, participative, some combination)? Summarize your reflections in a paper (600 words maximum, due at the start of class) that concludes with a brief self-assessment regarding whether you regard yourself as good, fair, or poor at doing the sorts of things that seem to induce people to behave as “principled agents.” Give at least one example from your own organizational life to date (in or out of government/governance organizations) to support or illustrate your self-assessment.

TALKS

>>Five “Before and After Fels” Talks

November 19

Positive Psychology: You the Public Manager as “Learned Optimist”?

From the Readings:

“Life inflicts the same setbacks and tragedies on the optimist as on the pessimist, but the optimist weathers them better...The good news is that pessimists can learn the skills of optimism...Optimism helps at work...It can help every time your work gets very hard.”

READINGS

**Seligman, entire

**Penn Positive Psychology Center website

Individual Paper

Positive psychology training and learned optimism concepts are used by many organizations. Is “learned optimism” beneficial, even essential, for public managers far and wide? Are there some public management roles in which being a “learned optimist” might not be beneficial? How about for you as a past/present/prospective public manager? Drawing on your reading of the book and your review of the website, discuss: 500 words maximum, due at the start of class.

Task Group Assignment

Updates and Follow-Ups on Redrafting of the ACA report

TALKS

Five “Before and After Fels” Talks

November 26: NO CLASS MEETING

December 3

Behavioral Economics: You the Public Manager as “Fast/Slow Thinker”?

From the Readings:

“Valid intuitions develop when experts have learned to recognize familiar elements in a new situation and to act in a manner that is appropriate to it.”

**Khaneman, entire.

Individual Assignment (No Paper)

“In relation to real-world public management challenges of the kind we have been exploring, studying economics/studying statistics does/does not help one to develop ‘valid intuitions’ of the sort that help to improve governance and prevent, ameliorate, or solve major problems. For example...”

TALKS

>>Five “Before and After Fels” Talks

December 10

In Democratic Nations Here and Abroad, Good Governance and Great Public Management IS Still Quite Possible, But...*You Decide!*

**Bridgeland, entire

**Materials on the Aspen Institute’s Franklin Project (distributed to class)

**John M. Bridgeland and Peter Orszag, “Can Government Play MoneyBall?,” *The Atlantic*, July 2013 (to be distributed to the class)

Live Case Study#7

1 Million Full-Time, Year-Round 18-28 Year-Old National and Community Service Participants a Year —or Bust?

SPECIAL GUEST: Mr. John M. Bridgeland, President and CEO of Civic Enterprises; a “Beltway Robin Hood” *Nonprofit Times* Executive of the Year who, with his friend and colleague, Mr. Bruce Reed (presently Chief of Staff to Vice President Biden), is among the most widely respected policy entrepreneurs in Washington, D.C. (and the only member of the previous presidential administration’s senior staff to serve the present administration in multiple roles and to lead multiple bipartisan initiatives); Co-Director of the Franklin Project of the Aspen Institute (National and Community Service Initiative); former Assistant to the President of the United States, Director of USA Freedom Corps, and Director of the White House Domestic Policy Council; Co-Convener of Service Nation; former Chief of Staff to former U.S.. Rep Rob Portman (R-OH); author of *Heart of the Nation: Volunteering and America’s Civic Spirit* (2013); and co-author of numerous major reports and articles on diverse issues including government reform (e.g., with Peter Orszag, “Can Government Play Moneyball?,” *The Atlantic*, July 2013).

Task Group Assignment

The demand for national and community service positions among young adults is huge. AmeriCorps alone gets more than half a million applications each year. But the supply of national and community positions has been, and continues to be, far below the demand. The Aspen Institute’s Franklin Project has developed a preliminary “action plan” for annually mobilizing, funding, and deploying a million 18-28 year-olds a year of full-time, year-long national and community service. Each TG should discuss the topic, probe the Franklin Project materials, do whatever independent research it chooses, and come to class with a “To/From” memo (maximum 3 pages) addressed to the day’s special guest (Mr. Bridgeland). Identify and briefly elaborate what you consider to be the Franklin Project plan’s most acute implementation challenges, and state which, if any, such challenges you think could yet be met, and whether there are any “Money Ball”-type strategies or tactics that might help the cause.

CO-INSTRUCTOR BIOS

John J. DiIulio, Jr. is the Frederic Fox Leadership Professor of Politics, Religion, and Civil Society at the University of Pennsylvania. A member of National Academy of Public Administration, he is faculty director of the Robert A. Fox Leadership Program and chairperson of the Fels Institute of Government Faculty Committee. Before coming to Penn, he was a Professor of Politics and Public Affairs at Princeton University, where he directed the Woodrow Wilson School's domestic policy MPA program and founded its first domestic and comparative policy research center. Before coming to Princeton, he taught at Harvard University and served as Head Resident Tutor of a Harvard undergraduate residence. A native South and Southwest Philadelphian who was the first member of his family to attend college, he received an M.A. and a Ph.D. in political science from Harvard, and a B.A. (economics-political science) and an M.A. (political science-public policy) from Penn. Among other academic awards, he is winner of the David N. Kershaw Award of the Association of Public Policy Analysis and Management, the Leonard D. White Award in Public Administration, and several awards for excellence in teaching including Penn's Lindback Award, its Abrams Award, and awards from each of its two main student honor societies. His public and community service awards include the Big Brothers Big Sisters of America Achievement Award and the Gesu Spirit Award. He has been a senior fellow and a research center director at several major public policy think tanks and research intermediaries including Public/Private Ventures, the Manhattan Institute, and the Brookings Institution. At Brookings, he was the C. Douglas Dillon Senior Fellow and founding director of the Brookings public management program. He has served on numerous national and local nonprofit boards, including for colleges and universities, and has co-developed large-scale programs to expand community-based education opportunities for low-income children, mentor the children of prisoners, support urban religious nonprofit organizations that deliver social services, and several others. Through Penn's Fox Program, he has been engaged in the recovery process in post-Katrina New Orleans. He has served on bipartisan government reform commissions. As a White House senior staff member, he served as first director of the White House Office of Faith-Based and Community Initiatives; he has assisted the Obama administration in reconstituting that office. His more than a dozen books and edited volumes include *American Government* (with James Q. Wilson and Meena Bose, Cengage, 2013), 13th Edition; *Godly Republic: A Centrist Blueprint for America's Faith-Based Future* (University of California Press, 2007); *Medicaid and Devolution* (with Frank Thompson, Brookings, 1998); *Improving Government Performance* (with Donald F. Kettl and Gerald J. Garvey, Brookings, 1993); and *Governing Prisons: A Comparative Study of Correctional Management* (Free Press, 1987). In addition to scores of academic articles, he has written for many major magazines and newspapers, been a contributing editor of several publications, and co-authored widely-noted reports on issues including education reform (e.g., *Silent Epidemic*, 2006, *Achievement Trap*, 2007, and others with Civic Enterprises). In 2013, he joined the Aspen Institute's effort to mobilize one million 18-28 year-old citizens annually into year-long national and community service positions. Also in 2013, he joined the Rockefeller Institute's national study of the implementation of the Affordable Care Act of 2010.

Joseph P. Tierney joined the University of Pennsylvania in September 2002 as the Executive Director of the Robert A. Fox Leadership Program. He also serves as a Senior Research Associate for the Program for Research on Religion and Urban Civil Society (PRRUCS). From 2007-2013, among other program activities, the Fox Program has developed and supported a wide range of service projects including providing 30 person years of service in post-Katrina New Orleans through full-time fellowships, summer internships and Alternate Spring Breaks; supporting the Penn Leads the Vote (PLTV) program in which student leaders developed and executed a nonpartisan, comprehensive plan to register students and mobilize them to vote; and launching and continuing to support Girl Scouts at Penn (GS@P), which has served nearly 2,000 children and youth from the community. In addition, over that same period, Fox staff have recruited and placed 172 Penn students in summer, school-year or year-round fellowships; offered 195 public events with leaders from all walks of life; ran 77 leadership workshops; supervised 81 independent studies, offered 42 courses, ran 28 recitations and provided approximately 9,000 hours of one-on-one advising and mentoring to Penn students. Mr. Tierney was previously Vice President of Public/Private Ventures where he was co-founder of several nationally recognized programs including the Youth Education for Tomorrow (YET) literacy centers, the Amachi mentoring program for the children of prisoners, Bridges to Work and the Youth

Violence Reduction Partnership (YVRP). He has conducted research and developed programs in the areas of youth violence reduction, after-school programming, literacy, mentoring, employment and training, welfare reform, community development, national service and youth corps. He is the Principal Investigator of the landmark evaluation of Big Brothers Big Sisters of America, *Making a Difference: An Impact Study of Big Brothers Big Sisters of America*. According to published reports *Making a Difference* has been cited over 100,000 times in journals, newspapers, research reports and other media. Mr. Tierney's extensive list of published articles and reports include *Murder is No Mystery*, *Overcoming Roadblocks on the Way to Work* and op-eds for *The New York Times* and *The Philadelphia Inquirer*. He serves on the Board of Directors of the After-School Activities Partnerships (ASAP). In 2001 he received the *Philadelphia Business Journal's* "40 under 40" award which annually recognizes 40 individuals under 40 years of age who are making their mark in their professional fields and in their communities. He holds an undergraduate degree from Saint Joseph's University and an M.A. from Princeton University.

Marc B. Siegel is the Director of Sales and Operational Analytics at USA TODAY and Gannett Publishing Services. In this role, Marc is responsible for the collection, analysis and reporting of sales and operational related data in an on-going effort to grow both circulation and revenue for USA TODAY. Prior to overseeing the analytic strategies department Marc worked in print sales at USA TODAY where he was named the "East Region Salesperson of the Year" in both 2010 and 2011. Before joining USA TODAY, Marc was the Director of National Initiatives at the National Constitution Center. While at the National Constitution Center Marc helped expand the Center's role in becoming a clearinghouse and coordinator for Constitution Day activities as well as developed the Peter Jennings Project for Journalists and the Constitution and the Liberty Medal Ceremony. The Peter Jennings Project and Liberty Medal Ceremony featured high level speakers and recipients including President William J. Clinton, President George H.W. Bush, Justice Ruth Bader Ginsburg, Justice Elena Kagan and Bono. Marc came to the East Coast from his hometown of St. Louis to attend the University of Pennsylvania as both an undergraduate and graduate student. There he received his B.A. in Economics as well as his Master's in Government Administration from the Fels School of Government. As an undergraduate, Marc received the Robert A. Fox Student Leader Award for leadership within the University as well as the "Gentlemen, Leaders, Innovators" Scholarship Award. He was also a finalist for the Ivy Day Sol Feinstone Award for Social and Educational Change and the Ivy Day Senior Honor Award for School Service. While a graduate student Marc worked full-time as the Assistant Director of the Fox Leadership Program and the Center for Research on Religion and Urban Civil Society at Penn where he oversaw production of numerous empirical reports analyzing the effects of religion on various social issues, organized several large symposia and other speaking events each year and was responsible for the largest university-based Big Brothers Big Sisters program in the region. Marc has served as a Recitation Instructor for Professor John DiIulio's undergraduate "Introduction to American Politics" course at Penn over the past few years as well as co-authored several publications with esteemed faculty and administrators within the field of social science including *Why So Little Georgism in America: Using the Pennsylvania Case Files to Understand the Slow, Uneven Progress of Land Value Taxation* (with Mark Alan Hughes, William Penn Foundation, 2006).