

PAD 5460
Productivity Improvement
Summer 2020 (Online)

Instructor: Alexander Kroll, Ph.D.
Messages: Within Canvas

Teaching Assistant: Abdul Samad

Course Content

Today, many public and nonprofit organizations measure performance and manage for results. Employers expect MPA graduates to be data-savvy and know their way around performance metrics. This course will provide you with the ins and outs of performance management. One the one hand, you will learn about theories and research on the opportunities and limitations of performance systems. One the other hand, the course will teach you specific skills regarding the use of practical tools such as performance analysis and scorecards.

Course Objectives

- Relating theories and frameworks to specific contexts in order to asses and manage opportunities and limitations that come with the adoption of performance systems
 - Reflecting on performance systems, which students have been exposed to in their work lives
 - Valuing the concepts of accountability and governments' focus on results
 - Designing context-specific interventions that foster decision-makers' data use
 - Assessing strategies how to mitigate organizational cheating
 - Identifying context factors under which Stat systems may improve performance and explaining how organizations can create such factors
 - Reflecting on one's own previous decisions and analyzing related biases in order to create an awareness of the idiosyncrasies of human decision-making
 - Judging the potential of performance systems to harm or reinforce democratic-constitutional values.
 - Integrating issues related to performance systems that came up across modules and creating a strategy how to mitigate such issues based on theories and research covered throughout the semester
- Using practical tools such as performance analysis and scorecards to solve problems and improve decision making
 - Creating a strategic management process and defining appropriate performance indicators
 - Using strategic management and performance tools and applying them to a specific context to develop a BSC for one organization of the student's choice.
 - Analyzing performance data using MS Excel

- Interacting with others regarding the sense-making of the results from the performance analysis
- Integrating the findings from the analysis and making practical recommendations to a decision-maker

Teaching Approach and Requirements

In this course you will be exposed to new concepts and ideas through the assigned readings and my lecture videos and slides. You will discuss the readings and selected case studies with other students in assigned groups. To apply new theories and skills, you will work on multiple short analytic papers, assigned throughout the semester. The course consists of six modules each of which is two weeks long. During each module you either have to produce a paper or make two discussion posts (the last module is constructed a little differently).

My TA, Abdul Samad, (who is a student in our PhD program), will help me manage the course and provide you with feedback through Canvas. You can assume that her feedback is coordinated with me, and it reflects my views.

Although this online course gives you a great deal of flexibility, you will only be able to work in the most current module. If you are not able to do the continuous activities and submissions as listed in the schedule below, then you may want to take this class at a different time.

All course communication occurs through the Canvas platform. Make sure you regularly log on to Canvas and customize your settings, so that you are notified about my announcements, messages, grades, and comments.

Please log on to Canvas and review the following policies:

- FIU's policies and FIU Student Code of Conduct
- Technical Requirements and Skills
- Accessibility and Accommodation
- Panthers Care & Counseling and Psychological Services (CAPS)
- Important Information About Assignments and Turnitin

Readings and Media

This course does not use a specific textbook. The readings consist of selected journal articles, book chapters, and case studies that will be provided as PDFs through Canvas. Some of the journal articles are based on quantitative research. Although it is not necessary to understand every detail of the statistical analysis, I expect graduate students to be able to grasp the main arguments, methods, and findings of each article.

The readings and my lectures complement each other. The lectures will draw on the readings but also discuss additional concepts and ideas more broadly. The readings provide more in-depth insights on selected issues, which you will need for your papers.

Reading the supplemental material is optional. These are my reading recommendation for students who would like to immerse themselves more thoroughly in a certain issue. All supplemental readings are provided online as PDFs (except for books, which are accessible through the FIU library).

Grading

Weight	Deliverables
5%	Mini Assignments (3)
30%	Discussion Posts (7)
20%	Balanced Scorecard Paper
15%	Excel Memo (in Groups)
30%	Implementation Paper

The lowest unrounded scores for the following letter grades are:

Exceeds expectations: **A** 95 **A-** 90

Meets expectations: **B+** 87 **B** 84 **B-** 80

Below expectations: **C+** 77 **C** 74 **D** 65 **F** below 65

Joint submissions will receive one (the same) group grade, while individual submissions get individual scores.

Deliverables

Below you can find an overview of all assignments. Detailed instructions will be posted on Canvas in each respective module. Each assignment will include a specific grading rubric.

Mini Assignments

Two of these assignments are short auto-graded multiple-choice tests (2 points each). They are testing your knowledge about the syllabus and the classes' plagiarism policies (see plagiarism statement below). You can take the quizzes as often as you want prior to their due date, and I will count your best score.

The third assignment is the course reflection due in the middle of the semester. You will get 1 point for your submission, independently of what you say in your feedback.

Discussion Posts

Discussion posts are an important component of this course. To avoid repetition and early saturation, I will use multiple smaller discussion groups and randomly assign students to one of these groups at the beginning of the semester.

Posts are graded on an 8-point scale that consists of four sub-dimensions. Below are the rubric definitions for an effective post (full points):

- *Advancing Discussion:* Post clearly articulates and explains a novel idea that advances the discussion.
- *Providing Detail:* Main points are supported by detailed explanations, examples, or illustrations and – if applicable – evidence from the case.
- *Relating to Other Posts:* Post clearly articulates how it is related to at least one previous post. Describes how it is different from the previous post(s).
- *Form:* Within the given word range (250-300 words, not counting references) and very well written (no typos or grammar issues).

Make it easy for me to see your post's unique contribution and how it related to posts by other group members. If your post is below the requested word range, ask yourself whether you have addressed all aspects of my question(s) and provided enough detail. If your post is above the range, revise it and try to be more concise.

To facilitate the readability of the discussion forums, please make all posts as “original, standalone posts” rather than replying to individual posts by your group members.

Missing, late, or very poorly constructed posts are worth zero points.

Balanced Scorecard (BSC) Paper

The centerpiece of this paper is the development of a strategy map and scorecard in order to link strategic priorities and performance measures for one public organization of your choice. In addition to working through a strategic planning effort that culminates in a BSC, you also discuss ways to ensure that your BSC is not just “a piece of paper” but will have an impact on organizational behavior. If you like, you can work on this paper in pairs of two students.

Grading criteria: completeness, plausibility, empirical evidence, form/editing

Excel Memo (in Groups)

For this assignment I will randomly create groups of students. Following my video on how to do performance analysis using MS Excel, you compare police performance data across local government jurisdictions. The final product is a two-page memo that summarizes your analysis, provides the most relevant charts and statistics, and makes a specific recommendation to a decision maker.

If a group member contributes significantly less than other members, then this student's grade will be lowered by one full grade level. If it turns out that someone has barely contributed anything to the group work, that person will get zero points for the assignment. If a group encounters free-rider problems and is not able to solve those internally, the group should get in touch with me as early as possible.

Grading criteria: correct analysis of the data, clarity and accuracy of the interpretations, form and layout

Implementation Paper

This paper builds on your BSC paper. The task is to employ theories and frameworks covered in this course (specifically, modules 3, 5, and 6) to address common implementation problems when using performance systems. In particular, you will identify weaknesses or potential dysfunctions of the performance system and make recommendations how to deal with these challenges, while informing your analysis by theory and research. If you like, you can work on this paper in pairs of two students.

Grading criteria: completeness, plausibility, empirical evidence, incorporation of literature, form/editing

Submissions, Tardiness, and Troubleshooting

All mini assignments and discussion posts have hard deadlines. You will not be able to make up missed quizzes or take a quiz after the due date.

All papers have a deadline as well, but late submissions are possible. Please note, though, that I will have to deduct one grade level (10%) for every twenty-four hours of tardiness (e.g., an A- will become a B- etc.).

In cases in which you experience issues with uploads via Turnitin, please do the following in the given order: Take a screenshot that shows the error message as well as the time and date on your computer screen; try the upload a second time using a different web browser and, if possible, a different computer; send me a Canvas message prior to the deadline and attach your paper and the screenshot; contact technical support and resolve the issue; and eventually upload the paper via Turnitin.

The Department of Public Policy and Administration's Statement on Plagiarism

Plagiarism is the representation of another person's words, ideas, and creative work in general as one's own. This misrepresentation is a breach of ethics that seriously compromises a person's reputation. Professional careers have been ruined by revelations of plagiarism. To avoid plagiarism, researchers and professionals in public, private, or nonprofit organizations must scrupulously give credit whenever they use another person's

idea, opinion, theory, written or spoken words, as well as any facts, statistics, graphs, drawings- any pieces of information- that are not common knowledge. The following rules should be observed to make sure that the distinction between one's own words, ideas or work, and those of others is justly maintained.

1. Put in quotations everything that comes directly from the text of another's work, especially when taking notes.
2. Alternatively, you can paraphrase another person's work, but be sure you are not just rearranging or replacing a few words. A good strategy is to (1) read over what you want to paraphrase carefully, (2) cover up the text with your hand, (3) write out the idea in your own words without peeking, and (4) check your paraphrase against the original text to be sure you have not accidentally used the same phrases or words, and that the information is accurate.
3. Whether you quote, paraphrase or otherwise borrow another's work, always cite or indicate the source of the information, and provide references following one of the many accepted styles or formats.
4. Common knowledge such as George Washington's date of birth or meaning of OLS regression need not be quoted, cited, or referenced. However, borrowing another's original or creative presentation of common knowledge should follow the above mentioned rules. When in doubt, follow the rules.

Of course, submitting a paper that is completely the work of another person is plagiarism in its most extreme form. A student who plagiarizes all or part of an assignment can expect severe cumulative penalties, ranging from failure in the course to expulsion from the university, with an annotation of the sanction received on the student's transcript.

It should be kept in mind that, although it is not as egregious an offense as copying someone else's work, the extensive copying of a paper that one has prepared for one course for subsequent use and submission in another course is totally inappropriate. Especially at the graduate level, students may wish to prepare more than one paper in the same area. However, these must be substantially different papers which, while they may be in the same general area, represent a substantively different focus and do not significantly overlap in written text.

Course Schedule

Please note all the submission deadlines listed in the schedule below.

Module #1 INTRODUCTION TO PERFORMANCE MANAGEMENT

Learning Objectives:

- Reflecting on performance systems, which students have been exposed to in their work lives
- Creating a strategic management process and defining appropriate performance indicators

<p>Week 1 & 2 May 11 – May 25</p> <p>May 18 is add/drop deadline</p>	<ul style="list-style-type: none"> Valuing the concepts of accountability and governments' focus on results <p>Tasks and Readings:</p> <ol style="list-style-type: none"> Watch syllabus video Take syllabus and plagiarism quizzes (you can take both quizzes as often as you want, I will count your best score) Review lecture video and slides Hatry, H. (2006). <i>Performance Measurement: Getting Results</i>. Washington, D.C.: Urban Institute Press, Ch. 1-2. Moynihan, D. (2006). Managing for Results in State Government: Evaluating a Decade of Reform. <i>Public Administration Review</i> 66(1): 77-89. Read Glenville Case Answer both questions in discussion forum <p>All tasks are due by May 25, 3pm, via Canvas.</p> <p>Supplemental Readings:</p> <ul style="list-style-type: none"> Kroll, A. (2013). The Other Type of Performance Information: Nonroutine Feedback, Its Relevance and Use. <i>Public Administration Review</i> 73(2): 265–276. Van Dooren, W., G. Bouckaert, and J. Halligan. (2015). <i>Performance Management in the Public Sector</i>. London: Routledge.
<p>Module #2</p>	<p>THE BALANCED SCORECARD (BSC)</p> <p>Learning Objectives:</p> <ul style="list-style-type: none"> Using strategic management and performance tools and applying them to a specific context to develop a BSC for one organization of the student's choice <p>Week 3 & 4 May 25 – Jun 8</p> <p>May 25 is Memorial Day Holiday (university Closed)</p> <p>Tasks and Readings:</p> <ol style="list-style-type: none"> Review lecture video and slides Niven, P. (2008). <i>Balanced Scorecard: Step-By-Step for Government and Nonprofit Agencies</i>. Hoboken, New Jersey: Wiley, Ch. 1 & 7. Balanced Scorecard paper assignment <p>All tasks are due by Jun 8, 3pm, via Canvas.</p> <p>Supplemental Readings:</p> <ul style="list-style-type: none"> Jennings, E. (2010). Strategic Planning and Balanced Scorecards: Charting the Course to Policy Destinations. <i>Public Administration Review</i> 70(1): s224-s226. Niven, P. (2008). <i>Balanced Scorecard: Step-By-Step for Government and Nonprofit Agencies</i>. Hoboken, New Jersey: Wiley (entire book).

Module #3 USES AND ABUSES OF PERFORMANCE DATA

Learning Objectives:

- Designing context-specific interventions that foster decision-makers' data use
- Assessing strategies how to mitigate organizational cheating

Week 5
Jun 8 – Jun
15

Facilitating the Use of Performance Information

Tasks and Readings:

1. Review lecture video and slides
2. Kroll, A. (2015). Drivers of Performance Information Use: Systematic Literature Review and Directions for Future Research. *Public Performance & Management Review* 38(3): 459-486.
3. Moynihan, D. (2013). *The New Federal Performance System: Implementing the GPRA Modernization Act*. Washington, D.C.: IBM Center for the Business of Government.
4. **Answer** question in discussion forum

All tasks are due by Jun 15, 3pm, via Canvas.

Supplemental Readings:

- Behn, R. (2012). Motivating and Steering with Comparative Data: How the Bar Chart and “The List” might help to Steer Social Integration. *International Public Management Review* 13(1): 21-37.
- Perry, J., T. Engbers, and S. Jun. (2009). Back to the Future? Performance-Related Pay, Empirical Research, and the Perils of Persistence. *Public Administration Review* 69(1): 39-51.

Week 6
Jun 15 – Jun
22

The Dark Side of Performance Systems

Tasks and Readings:

1. Review lecture video and slides
2. Hood, C. (2006). Gaming in Targetworld: The Targets Approach to Managing British Public Services. *Public Administration Review* 66(4): 515-521.
3. Ariely, D. (2009). *Our Buggy Moral Code*. [TED Talk](#).
4. Read School Cases
5. **Answer** question in discussion forum
6. **Midterm course reflection** is due

All tasks are due by Jun 22, 3pm, via Canvas.

Supplemental Readings:

- Ayal, Shahar, Francesca Gino, Rachel Barkan, and Dan Ariely. (2015). Three Principles to REVISE People's Unethical Behavior. *Perspectives on Psychological Science* 10(6): 738-741.

- Heinrich, C. and G. Marschke. (2010). Incentives and Their Dynamics in Public Sector Performance Management Systems. *Journal of Policy Analysis and Management* 29(1): 183-208.

Module #4 PERFORMANCE ANALYSIS

Learning Objectives:

- Analyzing performance data using MS Excel
- Interacting with others regarding the sense-making of the results from the performance analysis
- Integrating the findings from the analysis and making practical recommendations to a decision-maker

Week 7 & 8
Jun 22 – Jul
6

June 29 Last day
to drop with
DR/WI

Tasks and Readings:

1. Watch lecture videos
2. As needed, review Excel handout and sample data
3. **Excel memo** assignment (group work):

All tasks are due by Jul 6, 3pm, via Canvas.

Supplemental Readings:

- Wang, X. (2010). *Performance Analysis for Public and Nonprofit Organizations*. Sudbury, Mass.: Jones and Bartlett.

Module #5 BEHAVIORAL EFFECTS OF PERFORMANCE SYSTEMS

Learning Objectives:

- Identifying context factors under which Stat systems may improve performance and explaining how organizations can create such factors
- Reflecting on one’s own previous decisions and analyzing related biases in order to create an awareness of the idiosyncrasies of human decision-making

Week 9
Jul 6 – Jul
13

July 4 is
Independence
Day (university
closed)

The PerformanceStat Approach

Tasks and Readings:

1. Review lecture video and slides
2. Behn, R. (2008). Designing Performancestat: Or What Are the Key Strategic Choices that a Jurisdiction or Agency Must Make When Adapting the CompStat/CitiStat Class of Performance Strategies? *Public Performance & Management Review* 32(2): 206-235.
3. Hatry, H. and E. Davies. (2011). *A Guide to Data-Driven Performance Reviews*. Washington, D.C.: IBM Center for the Business of Government.
4. Watch Baltimore Case video
5. **Answer** question in discussion forum

All tasks are due by Jul 13, 3pm, via Canvas.

Supplemental Readings:

- Eterno, J., Barrow, C., and E. Silverman. (2017). Forcible Stops: Police and Citizens Speak Out. *Public Administration Review* 77: 181–192.
- Moynihan, D. (2005). Goal-Based Learning and the Future of Performance Management. *Public Administration Review* 65(2): 203-216.

Week 10
Jul 13 – Jul
20

Performance Data, Biases, and Human Behavior

Tasks and Readings:

1. Review lecture video and slides
 2. Olsen, A. (2015). The Numerical Psychology of Performance Information: Implications for Citizens, Managers, and Policymakers. *Public Performance & Management Review* 39(1): 100-115.
 3. Baekgaard, M. and S. Serritzlew. (2015). Interpreting Performance Information: Motivated Reasoning or Unbiased Comprehension. *Public Administration Review* 76(1): 73-82.
 4. **Answer** question in discussion forum
- All tasks are due by Jul 20, 3pm, via Canvas.

Supplemental Readings:

- Moynihan, D., P. Nielsen and A. Kroll. (2017). “Managerial Use of Performance Data by Bureaucrats and Politicians.” In *Experiments in Public Management Research: Challenges and Contributions*, edited by O. James, S. Jilke, and G. Van Ryzin (pp. 244-269). Cambridge University Press.
- Nielsen, P. and D. Moynihan. (2017). How Do Politicians Attribute Bureaucratic Responsibility for Performance? Negativity Bias and Interest Group Advocacy. *Journal of Public Administration Research and Theory* 27(2): 269-283.

Module #6 IMPACT, EQUITY, AND VALUES

Learning Objectives:

- Judging the potential of performance systems to harm or reinforce democratic-constitutional values
- Integrating issues related to performance systems that came up across modules and creating a strategy how to mitigate such issues based on theories and research covered throughout the semester

Week 11 &
12
Jul 20 – Jul
29

Tasks and Readings:

1. Review lecture video and slides
2. Rosenbloom, D. (2007). Reinventing Administrative Prescriptions: The Case for Democratic-Constitutional Impact Statements and Scorecards.

Public Administration Review 67(1): 28-39.

3. Ammons, D. and C. Stenberg. 2007. Commentary on Reinventing Administrative Prescriptions: The Case for Democratic-Constitutional Impact Statements and Scorecard. *Public Administration Review* 67(1): 1-8.
 4. **Answer** question in discussion forum
 5. **Implementation Paper** assignment
- All tasks are due by Jul 29, 3pm, via Canvas.

Supplemental Readings:

- Kroll, A. (2017). Can Performance Management Foster Social Equity? Stakeholder Power, Protective Institutions, and Minority Representation. *Public Administration* 95(1): 22-38.
- Wichowsky, A. and D. Moynihan. (2008). Measuring How Administration Shapes Citizenship: A Policy Feedback Perspective on Performance Management. *Public Administration Review* 68(5): 908-920.