This course is an integrative seminar designed to familiarize you with the field of public affairs. It lays the foundation for your PhD studies through an introduction of key concepts, literature, and research questions in the field of public affairs. We begin with an exploration of what the study of “public affairs” comprises. The remainder of the class is intended as a survey course to familiarize you with key approaches and concerns of specializations or subfields within public affairs (e.g., public policy, urban and regional planning, science and environmental policy, international development, public and nonprofit management). We conclude with a short unit on some of the most prominent contemporary concerns of public affairs scholars and professionals, namely equality and justice, systems and their stability, and performance and evaluation.

An additional purpose of the seminar is to support your transition to becoming successful PhD students and scholars. It is intended to foster your curiosity in a wide array of public affairs topics and to give you opportunities and guidance to practice your skills in reading and reviewing the social science and policy literature, critical dialogue and writing. Finally, we will be building connections within and among the PhD cohort and potential faculty mentors. Although the pace of the course will be fast to cover quite a lot of material, it is also intended to be an expansive, inviting atmosphere for inquiry and building relationships to create an academic community.

Communicating with me

I welcome and encourage you to share ideas, questions, and suggestions about this material with your classmates and with me, inside and outside of class. My office hours this semester are most Mondays, either in HHH 235 or by phone. Go to http://tinyurl.com/kathy_s_office_hours to reserve a time for office hours. Please do not wear perfume, cologne, scented lotion or deodorant, etc. to my office area.

Except during office hours, my office phone (612-625-2025) is not a good way to reach me or a good place to leave messages. A better way to reach me is ksquick@umn.edu. If needed, you may call my cell phone at 612-516-2134.

Course Learning Objectives

By the completion of this course, I expect that you will:

● Understand what generally constitutes the field(s) broadly known as public affairs.
● Be able to contextualize your own interests and research within the field of public affairs. This includes being able to articulate what interests you in terms of public affairs, identifying key journals and academic associations within your field, and associating your work with relevant literature and questions.
● Be versant in key frameworks, concepts, questions, or topics in the study of public affairs, with depth on the concepts of closest relevance to their own work and sufficient familiarity to recognize and be able to pursue other key concepts in the field.
● Engage well with the literature. Be able to identify concepts in the literature that are relevant to your own research interests, perform an effective literature search, read key texts critically and incisively, skim large bodies of literature productively, and write up effective reading and literature review notes.

● Be competent, constructive discussants of papers written by authorities in the field and your own peers. You will practice critical engagement with readings, active participation in class dialogues and leading seminar discussions, and helping other scholars to develop their work.

● Be transitioning successfully into being a PhD student and scholar and a member of this academic community, facilitated in part by the platform this class provides for getting to know other students and faculty.

**Assignments and Evaluation**

● Participate actively in class (40% of grade). *If you find it difficult for any reason to engage in full class participation, I will work with you to enhance the conditions for you to engage and contribute.*
  a. Be prepared with all readings before class. To aid your preparation and facilitate a good discussion, each week, write up 3-4 questions or observations on each assigned reading. Email them to Kathy and the discussion leader for the week. More directions will be provided in class. **Due by midnight the Sunday before each Monday’s class meeting.**
  b. Contribute actively to discussions and help your peers to develop their ideas through constructive, engaging exchange

2. Lead 1 class (15% of grade). Prepare discussion questions or other activities to lead 1 seminar discussion of the week’s assigned readings (Monday sessions, to be assigned).

*The following turn-in assignments are described in more detail in a separate handout.*

3. Become familiar with a subfield (15% of grade). Prepare an analysis of the key journals, academic associations, topics, and questions in one of the public affairs subfields (topic, rubric to be provided in advance). **Due October 7** (“Assignment 1”).

4. Write about a research topic of particular interest to you, situating it in the context of public affairs scholarship (30% of grade). This is staged in three parts.
  a. Short essay on the stakes for your research question / interests, in a public affairs context (800-1200 words). **Due October 21** (“Assignment 2”).
  b. Paper proposal. 200-300 word statement of proposed topic, plus list of 15-20 readings, clustered around 2-3 key concepts, that you propose to cover in your literature review. **Due November 4** (“Assignment 3”).
  c. Final product. There are two components. The first part is a 2500-3000 word statement of: a) a research topic or area of particular interest to you (articulated or situated in terms of public affairs concepts from the class); b) the stakes for studying it from a public affairs perspective; and c) an identification of the public affairs subfields you are engaging and their relevance to your topic. The second part is a set of complete reading notes on 15-20 readings, approximately 50% from the syllabus and 50% other sources. Each reading note should include the full citation and 3 components: a) a summary of the key arguments the author(s) make; b) observation about the relationship of their arguments, topic, data, or methods to others with which you are familiar; c) the salience of the content to your particular area of interest (where you may and probably should write in a provisional and exploratory way). **Due December 21, 5 p.m.**
Purpose of the Assignments

These are the learning objectives for the class. One or more of these assignments are oriented especially to the highlighted sections:

- Understand what generally constitutes the field(s) broadly known as public affairs.
- Be able to contextualize your own interests and research within the field of public affairs. This includes being able to articulate what interests you in terms of public affairs, identifying key journals and academic associations within your field, and associating your work with relevant literature and questions.
- Be versant in key frameworks, concepts, questions, or topics in the study of public affairs, with depth on the concepts of closest relevance to your own work and sufficient familiarity to recognize and be able to pursue other key concepts in the field.
- Engage well with the literature. Be able to identify concepts in the literature that are relevant to your own research interests, perform an effective literature search, read key texts critically and incisively, skim large bodies of literature productively, and write up effective reading and literature review notes.
- Be competent, constructive discussants of papers written by authorities in the field and your own peers. You will practice critical engagement with readings, active participation in class dialogues and leading seminar discussions, and helping other scholars to develop their work.
- Be transitioning successfully into being a PhD student and scholar and a member of this academic community, facilitated in part by the platform this class provides for getting to know other students and faculty.

Assignment 1 – Due October 9 at 5 p.m. (15% of course grade)

The purpose of this assignment is to become familiar with some of the key features and venues of your subfield within public affairs. Finding and navigating your place in the field is frankly a lifelong project, and it takes a lot of time and careful inquiry. To get you started – and encourage you allocate the time for it, early on – you will be graded and credited for this work. You will need to find 2-3 academic associations and 4-6 journals of relevance to you, and to observe and note a few key features of about them. Even if you know the key associations and journals, you may be surprised to learn about some of their characteristics. Please refer to the sample worksheet in the class google drive for a template for the kinds of dimensions to observe and note. Bring 3 copies of your worksheets to class on October 7, one to turn in to me for grading, 1 to share with a peer, and 1 for you to mark up.

Assignment 2 – Due October 23 at 5 p.m.

Write a short essay on your study topic, putting it in a public affairs context. This is not a purely "academic" exercise. You should include your own voice and everyday language, which is an important part of your story and motivation for your research. In this part of your assignment, you can and should write with passion and your personal stories about why you care about the topics you
want to pursue in the course of your PhD training. Here is a suggestive list of ideas you might want to explore:

- How your topic is a public interest concern or problem
- The presence of market failures, sector failures, common pool resources, institutional design, or other features of the problem that make it an arena of polycentric governance or call for some state or policy interventions
- Opportunities, strengths, or weaknesses in its current governance systems and deliberative (or other) decision-making systems
- Equity, inclusion, exclusion, or justice concerns related to the distribution of costs, benefits, or access to decision-making
- Concerns about the speed of change, stability, resilience, or vulnerability in the public policy problem or its governance
- The desired or actual role and mechanisms for including science and other perspectives in this policy domain, and/or opportunities for you to inform policy and governance through your research

This essay, of 800-1200 words, should include at least 8-10 citations of readings from the first weeks of class. I will give you written feedback on this. I am not going to judge your values, priorities, or story, and I will specifically not be responding to them in terms of their alignment with my own values. However, I will require you to say outright, in a simple and concise way, what calls you to do this work. I may offer some feedback about it to help you reflect on and become clearer about what you are aiming to do. This is not graded at this point; you will revise this as a section of your final assignment. At that point, it may be slightly longer (1000-1500 words)

**Assignment 3 – Due November 11 at start of class**

Provide a very short statement of your proposed topic for your final paper. This should be about 200-300 words long. Accompanying that, provide a list of 20-25 peer-reviewed articles, chapters, or books that are not assigned class readings. Organize them roughly to cluster around 2-3 key themes that will be central in your final paper. Bring 3 copies to class on November 11: one to hand in for my comments, and one to give to a classmate to comment on. You do not need to have read all of the materials on your bibliography list as of the November 11 class meeting! Indeed, the point of this exercise is to revisit your topic and list to get input from me and a classmate, before you get too far along. This is not graded at this point; you will revise this as a section of your final assignment.

**Final project – Due 5 p.m. December 21, 2015 (30% of course grade)**

Your final product is a paper that builds on all of the previous assignments. You will write about a research topic of particular interest to you, situating it in the context of public affairs scholarship (30% of grade). This is staged in four parts, but you should integrate them as a whole.

1. **Statement of your topic as a public affairs topic.** This is a minor or major revision of assignment #2 (and your topic statement from assignment #3), revised to incorporate new ideas, feedback from me and your peers, etc. It should be 1000-1500 words long. Most of your references about general public affairs concepts, frameworks, or questions to be in this part of the paper.
2. **Literature review on your topic.** A short write-up (1500-2000 words) of the literature you have reviewed on your topic, building on Assignment #3. This part of the paper is **not** just an inventory of the literature and a summary of what it says (which is what part 4 of this assignment is for). Rather, it should be composed like the literature review section of a conference paper, journal article, or book chapter. It should be an identification of key themes, controversies, constructs, burning questions, etc. It Most of the references about your particular policy or management questions to be in this part of the paper.

3. **Bibliography for parts 1 & 2.**

4. **Comprehensive reading notes.** Append a complete set of complete reading notes on 18-25 readings (up to 50% from the syllabus and 50% other sources). Each reading note should include the full citation and 3 components: a) A summary of the key arguments the author(s) make; b) Observations about the relationship of their arguments, topic, data, or methods to others with which you are familiar; c) The salience of the content to your particular area of interest (where you may and probably should write in a provisional and exploratory way). You may cite more sources than 15-20 in the bibliography Parts 1 and 2 of the final paper, but you should include complete write-ups on at least that many articles. Half of the notes should be from course readings, where you improve on the reading notes you already prepared for our weekly literature discussions, probably with some revisions to develop fully parts b) and c).
<table>
<thead>
<tr>
<th>Week</th>
<th>Monday session (focused on assigned readings)</th>
<th>Wednesday session (guests, workshop)</th>
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<tbody>
<tr>
<td><strong>Part 1: What is the field of public affairs?</strong></td>
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<tr>
<td>1</td>
<td>9/7 No Class (Labor Day)</td>
<td>9/9 Introductions: to each other, public affairs, and the course</td>
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<tr>
<td>2</td>
<td>9/14 What is the public (interest)?</td>
<td>9/16 Framing your work in terms of the public interest</td>
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<td>3</td>
<td>9/21 Definitions, values, and cultures of “good governance”</td>
<td>9/23 Reading strategies. Orientation to Assignments #1-3.</td>
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<td>4</td>
<td>9/28 Public affairs and the democratic context</td>
<td>9/30 Implications of democratic context for your work</td>
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<td><strong>Part 2: Public affairs as an interdisciplinary, applied field</strong></td>
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<td>5</td>
<td>10/5 Characterizing the Subfields: Kathy will share her model &amp; observations on Assignment 1.</td>
<td>10/7 <strong>Assignment 1 due. Faculty guest: Elizabeth Wilson</strong></td>
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<tr>
<td>6</td>
<td>10/12 Turning multiple lenses on a public affairs problem (ex: Human organ trade). <strong>Discussion leader: tbd</strong></td>
<td>10/14 <strong>No class meeting.</strong> Instead, extended 1-to-1 office hours.</td>
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<td>7</td>
<td>10/19 Public affairs as an applied science. <strong>Discussion leader: tbd</strong></td>
<td>10/21 <strong>Assignment 2 due. No class meeting.</strong> Instead, extended 1-to-1 office hours.</td>
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<td><strong>Part 3: Key approaches and concerns of the subfields</strong></td>
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<td>8</td>
<td>10/26 Public policy: Defining problems and the policy process <strong>Discussion leader: tbd</strong></td>
<td>10/28 <strong>Faculty guest: Carrie Oelberger</strong></td>
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<tr>
<td>9</td>
<td>11/2 Public policy: Interpreting and implementing policy. <strong>Discussion leader: tbd</strong></td>
<td>11/4 <strong>Assignment 3 due at beginning of class. Exchange and comment on each other’s outlines.</strong></td>
</tr>
<tr>
<td>10</td>
<td>11/9 Urban Planning: place-making, spatiality, and processes <strong>Discussion leader: tbd</strong></td>
<td>11/11 <strong>Faculty guest</strong></td>
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<tr>
<td>11</td>
<td>11/16 Management and leadership <strong>Discussion leader: tbd</strong></td>
<td>11/18 Catch up day</td>
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<tr>
<td>12</td>
<td>11/23 Science, Technology, and Environmental Policy <strong>Discussion leader: tbd</strong></td>
<td>11/25 <strong>No class meeting. (Thanksgiving)</strong></td>
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<tr>
<td><strong>Part 4: Key contemporary public affairs concerns</strong></td>
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<tr>
<td>13</td>
<td>11/30 (In)equality, (in)justice, and exclusion <strong>Discussion leader: tbd</strong></td>
<td>12/2 <strong>Faculty guest</strong></td>
</tr>
<tr>
<td>14</td>
<td>12/7 Systems and their stability</td>
<td>12/9 Catch-up</td>
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Discussion leader: tbd

15

12/14 Performance and Evaluation
12/16 Reflections and Celebration

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12/21 Final paper due, 5 p.m.

Reading List

This is not a typical syllabus. Two of the purposes of the course are to introduce you to a wide variety of literature and to have you develop your skills for performing literature searches and writing literature reviews. This portion of the syllabus serves as a reference resource on key concepts and also a model of a starting point for creating an annotated bibliography. It therefore includes abstracts of articles and suggests additional resources if you want to go further on a particular topic. (While I am trained in several disciplines or subfields of public affairs, I’m not an expert in every topic listed here, and we will be working together to build out gaps in the “other resources” lists.)

Part 1: What is the field of public affairs?

1. Introductions: To each other, public affairs, and the course (Sept 9)

2. What is the public (interest)? (Sept 14 & 16)

Required Readings


Rittel, Horst WJ, and Melvin M. Webber. "Dilemmas in a general theory of planning." *Policy Sciences* 4.2 (1973): 155-169. Abstract: The search for scientific bases for confronting problems of social policy is bound to fail, because of the nature of these problems. They are “wicked” problems, whereas science has developed to deal with “tame” problems. Policy problems cannot be definitively described. Moreover, in a pluralistic society there is nothing like the undisputable public good; there is no objective definition of equity; policies that respond to social problems cannot be meaningfully correct or false; and it makes no sense to talk about “optimal solutions” to social problems unless severe qualifications are imposed first. Even worse, there are no “solutions” in the sense of definitive and objective answers.


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1 Bold-print names on the reading list are people who teach or do research at HHH.

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**Other Resources**


**Oelberger, Carrie.** 2013. "For the public good? The pursuit of private goals through private foundations." *Academy of Management Proceedings* 2013: 14224. This paper illuminates the complex relationships between family and philanthropy within organizational grantmaking, in the process challenging the assumption that nonprofit organizations are primarily motivated by the goal of producing some public good. I propose a theoretically-driven typological classification system that analyzes the extent of a foundation’s professional and family involvement to illuminate the organization’s operative goals (Perrow, 1961). Drawing on five years of participant observation at two large private foundations, as well as interviews with over twenty additional family-funded foundations, I present illustrations of four ideal-type foundations: the tax shelter, the legacy, the family unit, and the professional philanthropist. By highlighting the range of goals driving private foundations, and the multiple structures through which they are organized, I question whether the philanthropic sector is becoming uniformly more professional and isomorphic, as has been argued by others, and provide a framework to guide more nuanced future research and tax policy.


Disch, Lisa. "Democratic representation and the constituency paradox." *Perspectives on Politics* 10.03 (2012): 599-616. That acts of democratic representation participate in creating the interests for which legislators and other officials purport merely to stand gives rise to the “constituency paradox.” I elucidate this paradox through a critical reading of Hanna Pitkin’s *The Concept of Representation*, together with her classic study of the philosopher Ludwig Wittgenstein, *Wittgenstein and Justice*. Pitkin’s core insight into democratic representation is that democratic representation is “quasi-performative”: an activity that mobilizes constituencies by the interests it claims in their name. I develop this insight together with its implications for contemporary scholarship on the political effects of economic equality. I conclude by arguing that the fundamental democratic deficiency of the US political system goes much deeper than its disproportionate responsiveness to wealthy interests; it is a matter of system biases that foster the formation and expression of those interests, while mitigating against mobilization by those Americans who want inequality to be reduced.

3. **Definitions, values, and cultures of “good governance” (Sep 21 & 23)**

**Required Readings**


at multiple scales builds on classical economic theory while developing new theory to explain phenomena that do not fit in a dichotomous world of “the market” and “the state.” Scholars are slowly shifting from positing simple systems to using more complex frameworks, theories, and models to understand the diversity of puzzles and problems facing humans interacting in contemporary societies. The humans we study have complex motivational structures and establish diverse private-for-profit, governmental, and community institutional arrangements that operate at multiple scales to generate productive and innovative as well as destructive and pernicious outcomes (Douglass C. North 1990, 2005). In this article, I will describe the intellectual journey that I have taken the last half century from when I began graduate studies in the late 1950s.

Hajer, Maarten. "Policy without polity? Policy analysis and the institutional void." Policy sciences 36.2 (2003): 175-195. [institutional approaches, a new critique of expert-driven policy analysis, maybe a more contemporary, better update to Fisher’s 1993 piece?] How should policy analysis respond to the changing context of policy making? This article examines three aspects of policy analysis in this changing context: polity, knowledge and intervention. It argues that policy making now often takes place in an ‘institutional void’ where there are no generally accepted rules and norms according to which politics is to be conducted and policy measures are to be agreed upon. More than before, solutions for pressing problems transgress the sovereignty of specific polities. Furthermore, the role of knowledge changes as the relationship between science and society has changed: scientific expertise is now negotiated rather than simply accepted. And, with the weakening of the state, it is far less obvious that the government is the sole actor to intervene in policy making. This article calls for a reconsideration of the analysis of policy making in the light of this changing context. Based on a contextual perspective it calls for a revitalization of the commitments of Harold Lasswell toward a policy science of democracy by proposing a new ‘deliberative’ policy analysis.


Other Resources

Apaza, Carmen R. "Measuring governance and corruption through the worldwide governance indicators: Critiques, responses, and ongoing scholarly discussion." PS: Political Science & Politics 42.01 (2009): 139-143. Since 1996 the World Bank Institute and the Research Department of the World Bank have been developing six governance indicators called the Worldwide Governance Indicators (WGI). The six dimensions of governance include control of corruption, measuring perceptions on corruption. Based on the literature review as well as the data itself, this paper concludes that the conceptual and empirical issues on building governance indicators constitute an ongoing project.

Bryson, John M., Barbara C. Crosby, and Laura Bloomberg. 2014. "Public Value Governance: Moving beyond Traditional Public Administration and the New Public Management." Public Administration Review 74(4): 445-456. A new public administration movement is emerging to move beyond traditional public administration and New Public Management. The new movement is a response to the challenges of a networked, multi-sector, no-one-wholly-in-charge world and to the shortcomings of previous public administration approaches. In the new approach values beyond efficiency and effectiveness—and especially democratic values—are prominent. Government has a special role to play as a guarantor of public values, but citizens as well as businesses and nonprofit organizations also are important as active public problem solvers. The
article highlights value-related issues in the new approach and presents an agenda for research and action to be pursued if the new approach is to fulfill its promise.


Langbein, Laura, and Stephen Knack. "The worldwide governance indicators: six, one, or none?" *The Journal of Development Studies* 46.2 (2010): 350-370. Aggregate indexes of the quality of governance, covering large samples of countries, have become popular in comparative political analysis. Few studies examine the validity or reliability of these indexes. To partially fill this gap, this study uses factor, confirmatory factor and path analysis to test both measurement and causal models of the six Worldwide Governance indicators. They purportedly measure distinct concepts of control of corruption, rule of law, government effectiveness, rule quality, political stability, and voice and accountability. Rather than distinguishing among aspects of the quality of governance, we find that they appear to be measuring the same broad concept.

Rothstein, Bo, and Jan Teorell. 2008, *What Is Quality of Government? A Theory of Impartial Government Institutions*. *Governance* 21(2): 165–190. The recent growth in research on “good governance” and the quality of government institutions has been propelled by empirical findings that show that such institutions may hold the key to understanding economic growth and social welfare in developing and transition countries. We argue, however, that a key issue has not been addressed, namely, what quality of government (QoG) actually means at the conceptual level. Based on analyses of political theory, we propose a more coherent and specific definition of QoG: the impartiality of institutions that exercise government authority. We relate the idea of impartiality to a series of criticisms stemming from the fields of public administration, public choice, multiculturalism, and feminism. To place the theory of impartiality in a larger context, we then contrast its scope and meaning with that of a threefold set of competing concepts of quality of government: democracy, the rule of law, and efficiency/effectiveness. <Critique of impartiality of govt institutions>


4. **Public affairs and the democratic context (Sep 28 & 30)**

**Required Readings**


Carpini, Michael X. Delli, Fay Lomax Cook, and Lawrence R. Jacobs. 2004. “Public deliberation, discursive participation, and citizen engagement: A review of the empirical literature.” *Annual Review of Political Science* 7: 315-344. Many theorists have long extolled the virtues of public deliberation as a crucial component of a responsive and responsible democracy. Building on these theories, in recent years practitioners - from government officials to citizen groups, nonprofits, and foundations - have increasingly devoted time and resources to strengthening citizen engagement through deliberative forums. Although empirical research has lagged behind theory and practice, a body of literature has emerged that tests the presumed individual and collective benefits of public discourse on citizen engagement. We begin our review of this research by defining "public deliberation"; we place it in the context of other forms of what we call "discursive participation" while distinguishing it from other ways in which citizens can voice their individual
and collective views on public issues. We then discuss the expectations, drawn from deliberative
democratic theory, regarding the benefits (and, for some, pitfalls) assumed to derive from public
deliberation. The next section reviews empirical research as it relates to these theoretical
expectations. We conclude with recommendations on future directions for research in this area.

political judgment in community planning processes,” In The Deliberative Practitioner:

Ansell, Christopher K. 2011. “Democratic governance in a pragmatist key” and “Problem-solving
democracy,” In Pragmatist Democracy: Evolutionary Learning as Public Philosophy. New York:
Oxford University Press, pp. 3-21, 184-196.

Parkinson, John R. 2012. “Place and politics,” in Democracy and Public Space: The Physical Sites of

Other Resources

Cooley, Alexander, and James Ron. 2002. The NGO scramble: Organizational insecurity and the
of transnational actors are largely optimistic, suggesting they herald an emerging global civil
society comprising local civic groups, international organizations (IOs), and international
nongovernmental organizations (INGOs). This new civil society, moreover, is widely assumed to
rest upon shared liberal norms and values that motivate INGO action and explain their supposedly
benign influence on international relations. Although not entirely misplaced, this view does not
adequately address the organizational insecurity, competitive pressures, and fiscal uncertainty
that characterize the transnational sector. This article develops a political economy approach to
the study of contemporary transnational networks. We argue that many aspects of IO and INGO
behavior can be explained by materialist analysis and an examination of the incentives and
constraints produced by the transnational sector’s institutional environment. We advance two
theoretical propositions. First, the growing number of IOs and INGOs within a given transnational
sector increases uncertainty, competition, and insecurity for all organizations in that sector. This
proposition disputes the liberal view that INGO proliferation is, in and of it-self, evidence of a
robust global civil society. Second, we suggest that the marketization of many IO and INGO
activities-particularly the use of competitive tenders and renewable contracting-generates
incentives that produce dysfunctional outcomes. This claim disputes the popular assumption that
market-based institutions in the transnational sector increase INGO efficiency and effectiveness.


Kansas.

of Chicago Press.

Cooke, Bill and Uma Kothari. 2001. The case for participation as tyranny. In Participation: The New
Part 2: Public Affairs as an Interdisciplinary, Applied Field

5. Characterizing the Subfields (Oct 5 & 7)

Required Readings


Boellstorff, Tom. 2011. “Submission and acceptance: Where, why, and how to publish your article." American Anthropologist 113 (3): 383-388. Publishing in journals is important for hiring and promotion, and just as importantly it is a means for building scholarly community and advancing intellectual inquiry. In this essay, I provide suggestions for navigating the process of submitting article manuscripts to journals and making decisions regarding where to publish. These comments are directed at anthropologists, but many of the points made may be germane to scholars in other disciplines.

Assignment 1 is due at the beginning of class on October 7.

Otherwise, we will analyze the major subfields of the broader domain of public affairs to identify the dominant features (e.g., the concerns, concepts, research questions, analytical lenses, methods, or units of analysis) of the respective fields. Please note that “subfields” may refer to disciplines that are typically recognized under the umbrella of public affairs (e.g., public policy, public management, urban planning), specific content areas of study within a broader field (e.g., environmental or social policy as special fields of public policy study), and disciplines that intersect in part with public affairs (e.g., environmental science or management, design, applied economics, political science, management studies, civil engineering).

At least one week in advance of this class meeting, we will decide which topic areas each student will explore and I will provide a rubric for you to complete to organize your findings and share them with the class. The point of this assignment is to discern the major features of the field. To do so, you will look at:

- The associated academic association(s). What is emphasized in the organizational mission statements, the standard tracks and special topics areas of their annual conferences, or the criteria for their major non-service awards?
- The major journals of the subfield. As we will discuss, there is no single definition of the “best” journals, impact factors are a good place to start. Seek the help of a reference librarian at the university library to familiarize yourself with finding impact factor reports for a given subfield (e.g., through the Journal Citation Reports on Web of Science). What do these journals emphasize, as evidenced by, for example, the “Aims and Objectives” statement in the “About our journal” section of most journal webpages, the top cited or most read pieces from the journal, etc.
- Teaching content. What key concepts, authors, or problems do the popular introductory textbooks, anthologies of readings, graduate program descriptions, or course syllabi?
- Wikipedia entries on the subfield
- Discussions with your advisors
6. Turning multiple lenses on a public affairs problem (ex: Human organ trade) (Oct 12; no class Oct 14)

Required Readings


Semrau, Luke. 2014. Kidneys save lives: markets would probably help. *Public Affairs Quarterly* 28(1): 71-93. Given the variety and complexity of the issues involved, a full defense of the value of life argument is not possible here. My more limited ambition is to show that a kidney market, properly regulated, can improve the lives of both recipients and donors. (1) I begin by arguing that variations on the current means of organ procurement are inadequate for three reasons: living kidney transplants, which are likely to be increased only through market mechanisms, are healthier than cadaveric kidneys; non-market solutions are unlikely to meet the real demand for kidneys; and vendors stand to benefit from participating in a market. (2) I distinguish between two kinds of objections to kidney markets: those that presume actual markets operate imperfectly and those that object to ideal market conditions. (3) I consider an objection that a kidney market would violate the “Do No Harm” principle that is central to medical ethics, and demonstrate a conceptual confusion that is common in work on the permissibility of kidney markets. (4) I present and respond to the commonplace claim that a market will actually decrease the supply of kidneys. (5) I consider Stanford philosopher Debra Satz’s claim that even if an individual may suffer no harm in selling her kidney, the practice, when permitted on a large scale, may result in harm to those who would rather not participate in the market.

Bozeman, Barry. "Public-value failure: When efficient markets may not do." *Public administration review* 62.2 (2002): 145-161. The familiar market-failure model remains quite useful for issues of price efficiency and traditional utilitarianism, but it has many shortcomings as a standard for public-value aspects of public policy and management. In a public-value-failure model, I present criteria for diagnosing values problems that are not easily addressed by market-failure models. Public-value failure occurs when: (1) mechanisms for values articulation and aggregation have broken down; (2) “imperfect monopolies” occur; (3) benefit hoarding occurs; (4) there is a scarcity of providers of public value; (5) a short time horizon threatens public value; (6) a focus on substitutability of assets threatens conservation of public resources; and (7) market transactions threaten fundamental human subsistence. After providing examples for diagnosis of public-values failure, including an extended example concerning the market for human organs, I introduce a “public-failure grid” to facilitate values choices in policy and public management.

Greenhough, Beth, Bronwyn Parry, Isabel Dyck, and Tim Brown. 2014. The gendered geographies of ‘bodies across borders’. *Gender, Place & Culture: A Journal of Feminist Geography*. Article ahead-of-print (2014): 1-7. 10.1080/0966369X.2013.833792 This paper introduces the articles that comprise the themed section ‘bodies across borders’ which investigates how the social and spatial dynamics of healthcare provision are being transformed by both neo-liberalization and globalization. The articles demonstrate how the central tenets of neoliberalism: the promotion of individual autonomy as realized through the instrument of consumer choice, the privatization, outsourcing and off-shoring of core competencies and service provision, the production of highly ‘flexible’ labour are at work in re-shaping access to, and delivery of, services in the domains of reproductive health, organ donation and globalized healthcare. In paying special attention to the
ways in which these practices are cut across by class, gender and ethnicity, these accounts will hopefully encourage us to reject totalizing and homogeneous narratives of medical travel in favor of those that offer more nuanced understandings of the positionality of the individuals at the heart of them.

Scheper-Hughes, Nancy. 2000. The global traffic in human organs. *Current Anthropology* 41(2): 191-224. Inspired by Sweetness and Power, in which Sidney Mintz traces the colonial and mercantilist routes of enslaving tastes and artificial needs, this paper maps a late-20th-century global trade in bodies, body parts, desires, and invented scarcities. Organ transplant takes place today in a transnational space with surgeons, patients, organ donors, recipients, brokers, and intermediaries—some with criminal connections—following new paths of capital and technology in the global economy. The stakes are high, for the technologies and practices of transplant surgery have demonstrated their power to reconceptualize the human body and the relations of body parts to the whole and to the person and of people and bodies to each other. The phenomenal spread of these technologies and the artificial needs, scarcities, and new commodities (i.e., fresh organs) that they inspire—especially within the context of a triumphant neoliberalism—raise many issues central to anthropology’s concern with global dominations and local resistances, including the reordering of relations between individual bodies and the state, between gifts and commodities, between fact and rumor, and between medicine and magic in postmodernity.

7. Public affairs as an applied science (Oct 19; no class Oct 21)

**Required Readings**

Holdren, John P. 2008. Science and technology for sustainable well-being. *Science* 25: 424-434. The American Association for the Advancement of Science (AAAS) is not about the advancement of science just for science’s sake. Rather, as indicated by the Association’s motto, “Advancing Science, Serving Society,” it is about advancing science in the context of a desire to improve the human condition. This mission necessarily entails attention to the social as well as natural sciences; attention to the embodiment of science in technology through engineering; and attention to the processes by which understandings from the natural sciences, the social sciences, and engineering influence—or fail to influence—public policy. All of these long-standing preoccupations of the AAAS are integral to the theme of the 2007 Annual Meeting and of this essay, “Science and Technology for Sustainable Well-Being.”

Krizek, Kevin J., Ann Forsyth, and Carissa Schively Slotterback. 2009. Is there a role for evidence-based practice in urban planning and policy? *Planning Theory and Practice* 10(4): 459–78. Can the craft of planning take advantage of a growing body of planning-relevant research? Evidence-based practice proposes a better connection between research and professional work, but raises several concerns about the character of valid evidence, the strength and clarity of planning research, and inequalities in the available resources for integrating research into planning practice. Much of planning practice is a reflective craft where skills of mediation, negotiation, listening, and framing are prominent. As part of the planner's work employing these skills, however, there is a valuable role for research-generated evidence to inform decision making. Evidence-based practice needs careful implementation but it can enrich the field of planning by linking research to practice.

deal of research in recent years concerning the use of substantive policy analysis in public policy-making. This paper seeks to integrate those findings - e.g., the ‘enlightenment function’ of policy research - into a more general model of policy-making over periods of a decade or more. The conceptual framework focuses on the belief systems of advocacy coalitions within policy subsystems as the critical vehicle for understanding the role of policy analysis in policy-oriented learning and the effect, in turn, of such learning on changes in governmental programs.

Fischer, Frank. "Citizen participation and the democratization of policy expertise: From theoretical inquiry to practical cases." Policy sciences 26.3 (1993): 165-187. [Critiquing the field of policy analysis, expertise.] This article examines the case for a participatory policy analysis. An idea advanced mainly by democratic and postpositivist theorists is increasingly becoming a practical concern. Criticizing conventional conceptions of science and expertise, theorists advocating participatory democracy argue that the conventional model of professionalism based on a practitioner-client hierarchy must give way to a more collaborative method of inquiry. While such arguments have largely remained in the domain of utopian speculation, recent experiences with a number of ‘wicked’ policy problems have begun to suggest the viability, if not the necessity, of participatory research methods. Through two case illustrations of a wicked problem, the so-called ‘Nimby Syndrome,’ the essay seek to demonstrate that collaborative citizen-expert inquiry may well hold the key to solving a specific category of contemporary policy problems. The article concludes with some observations on the possibilities of bringing participatory research more fully into mainstream policy science.

Cutter, Susan L. 2003. "The science of vulnerability and the vulnerability of science." Annals of the Association of American Geographers 93(1): 1-12. The events of September 11th shocked the nation and painfully illustrated our vulnerability to international terrorist attacks. Despite some of the most sophisticated models, monitoring systems, and science in the world, officials were unable to anticipate and predict these cascading events. The collective scientific ability to geographically represent environmental threats, map exposures, and map consequences is relatively straightforward when the threats are recognized. But what happens when we cannot recognize threats or some of their unintended consequences? This article examines the twin issues of the inadequacies in our current modes of understanding (the vulnerability of science) and the need for more integrative approaches in understanding and responding to environmental hazards (vulnerability science). Key Words: geographical understanding hazards, September 11th, vulnerability.

Other Resources

Wilson, Elizabeth J., S. Julio Friedmann, and Melisa F. Pollak. 2007. "Research for deployment: incorporating risk, regulation, and liability for carbon capture and sequestration." Environmental science & technology 41(17): 5945-5952. Carbon capture and sequestration (CCS) has the potential to enable deep reductions in global carbon dioxide (CO₂) emissions, however this promise can only be fulfilled with large-scale deployment. For this to happen, CCS must be successfully embedded into a larger legal and regulatory context, and any potential risks must be effectively managed. We developed a list of outstanding research and technical questions driven by the demands of the regulatory and legal systems for the geologic sequestration (GS) component of CCS. We then looked at case studies that bound uncertainty within two of the research themes that emerge. These case studies, on surface leakage from abandoned wells and groundwater quality impacts from metals mobilization, illustrate how research can inform decision makers on issues of policy, regulatory need, and legal considerations. A central challenge
is to ensure that the research program supports development of general regulatory and legal frameworks, and also the development of geological, geophysical, geochemical, and modeling methods necessary for effective GS site monitoring and verification (M&V) protocols, as well as mitigation and remediation plans. If large-scale deployment of GS is to occur in a manner that adequately protects human and ecological health and does not discourage private investment, strengthening the scientific underpinnings of regulatory and legal decision-making is crucial.

Feldman, Martha S., and Wanda J. Orlikowski. 2011. Theorizing practice and practicing theory. *Organization Science* 22(5): 1240-1253. This paper describes the emerging field of practice theory as it is practiced in relation to organizational phenomena. We identify three approaches—empirical, theoretical, and philosophical—that relate to the what, the how, and the why of using a practice lens. We discuss three principles of the theoretical approach to practice and offer examples of how practice theory has been used in the organizational literature and in our own research. We end with a discussion of the challenges and opportunities that practice theory affords organizational scholarship.


**Assignment 2** (due Oct 21): Contextualizing your research interest in public affairs.

Prepare a 800-1200 word statement of a public affairs topic for your final paper, addressing four questions: (1) What are your topics of interest, generally, and 1 or more research questions that you propose to pursue? (2) From a public affairs perspective, what is at stake in relationship to these topics and questions? (3) What questions/topics/units of analysis/methods would your subdiscipline or subfield encourage you to explore? (4) Briefly, what would one of the other subfields, that is distinctively different from your own, encourage you to pursue about the same general area of research interest?

**Part 3: Key approaches and concerns of the subfields**

8. Public policy: Defining problems and the policy process (Oct 26 & 28)

**Required Readings**

Lindblom, Charles E. 1959. The science of “muddling through.” *Public Administration Review* 19(2): 79-88. Short courses, books, and articles exhort administrators to make decisions more methodically, but there has been little analysis of the decision-making process now used by public administrators. The usual process is investigated here—and generally defended against proposals for more "scientific" methods. Decisions of individual administrators, of course, must be integrated with decisions of others to form the mosaic of public policy. This integration of individual decisions has become the major concern of organization theory, and the way individuals make decisions necessarily affects the way those decisions are best meshed with others'. In addition, decision-making method relates to allocation of decision-making responsibility—who should make what decision.

most theories of pluralism emphasize only incrementalism. Yet from a historical view, it can easily be seen that many policies go through long periods of stability and short periods of dramatic reversals. Often the grand lines of policy may be settled for decades during such critical periods of mobilization. In this paper, we argue a single process can explain both periods of extreme stability and short bursts of rapid change. This process is the interaction of beliefs and values concerning a particular policy, which we term the policy image, with the existing set of political institutions—the venues of policy action. In a pluralist political system, subsystems can be created that are highly favorable to a given industry. But at the same time, there remain other institutional venues that can serve as avenues of appeal for the disaffected. Here we use the case of civilian nuclear policy to examine the process by which policy images find a favorable reception in some institutional venues but not others, and how the interaction between image and venue can lead to the rapid creation, destruction, or alteration of policy subsystems. We rely on data from a variety of sources to trace agenda access of the nuclear power issue in each of the policy venues available.

Weiss, Janet A. 1989. The powers of problem definition: The case of government paperwork. Policy sciences 22(2): 97-121. Problem definition is a package of ideas that includes, at least implicitly, an account of the causes and consequences of undesirable circumstances and a theory about how to improve them. As such, it serves as the overture to policymaking, as an integral part of the process of policymaking, and as a policy outcome. In each of these roles it seems to exert influence on government action. Distinguishing among the roles clarifies the nature of that influence. A case study examines the transition from one problem definition to another in the domain of information collection by the federal government. The rise of the Paperwork Reduction definition illustrates the variety of ways in which problem definition has powerful consequences.

Strolovitch, Dara Z. 2013. Of Mancessions and Hecoveries: Race, Gender, and the Political Construction of Economic Crises and Recoveries. Perspectives on Politics 11(1): 167-176. Through a discussion of the 2008 mortgage crisis and its similarities to the Great Depression of the 1930’s and the Great Recession of 2007–09, I argue that the very notions of economic “crisis” and “recovery” are politically and ideologically constructed, and that conditions of vulnerability, often simply taken for granted as part of the normal social landscape when they affect marginalized populations, become regarded as crises when they affect dominant groups. Each of these crises, I argue, reveals different facets of the ways in which the power, normativity, and privilege of those perceived to be affected by economic hard times serve (1) to construct some economic troubles as “normal” and others as “crises;’ (2) to prevent economic problems related to structural inequalities from being treated as crises by dominant political actors and institutions; and (3) to shape ideas about the ostensible solutions and ends to economic crises. By calling attention to these features of economic “crisis,” I aim to demonstrate the relevance of scholarship on race, class, gender, and intersectionality to the understanding of fundamental questions of contemporary political economy not often viewed from this perspective.

Other Resources


Howarth, David. 2010. Power, discourse, and policy: articulating a hegemony approach to critical policy studies. Critical Policy Studies 3 (3-4): 309-335. In this article, I argue that power and

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hegemony are vital for critically explaining a range of policymaking practices. Developing the basic assumptions of Ernesto Laclau and Chantal Mouffe's poststructuralist discourse theory, in which discourse is understood as an articulatory practice, I first elaborate the concept of power in relation to the work of Michel Foucault, Steven Lukes, and others. Power in this picture consists of radical acts of decision and institution, which involve the drawing of political frontiers via the creation of multiple lines of inclusion and exclusion. The exercise of power thus constitutes and produces practices, policies, and regimes. But power is also evident in the sedimentation of social relations via various techniques of political management, and through the elaboration of ideologies and fantasies, where the function of the latter is to conceal the radical contingency of social relations and to naturalize relations of domination. In elaborating this conception of power, I draw upon a neo-Gramscian concept of hegemony, which speaks to the construction and deconstruction of political coalitions, as well as the stabilization of practices and policy regimes into partially fixed historical blocs and formations. I conclude by setting out a five-step approach that articulates the concepts of power and hegemony into a method of conducting critical policy studies.

Woolcock, Michael and Lant Pritchett. 2004. Solutions when the solution is the problem: arraying the disarray in development. World Development 32 (2): 191-212. An analytic framework for tracing three waves of efforts to provide key public services in developing countries is provided. Persistent (though not universal) failure has been the product of (a) the imperatives of large bureaucracies to discount decisions that are inherently both discretionary and transaction-intensive (and thus less able to be codified and controlled), and (b) good and bad reasons for believing that, because modern bureaucracies underpin rich country prosperity now, simply adopting their institutional form elsewhere is the surest way of facilitating development. Contemporary debates regarding the merits of incorporating more “participatory” approaches into public service delivery are best understood in this context.

Wagner, Travis P. 2014. Using Root Cause Analysis in Public Policy Pedagogy. Journal of Public Affairs Education 20(3): 429-40. Defining policy problems is crucial to the policy process. The definition process is difficult because it relies more on craft developed through experience and intuition than on objective methodology. The lack of a methodology presents considerable challenges to novice policy students because of their lack of knowledge and experience in defining complex problems and thus their undeveloped skill in craft. Root Cause Analysis (RCA), a structured methodology designed to analyze the causes and effects of problems, can be a powerful pedagogical method to increase student comprehension and success in defining policy problems. Although RCA was developed primarily as an ex post methodology in the engineering, computing, and health care fields to understand how major adverse events or system failures occurred, a modified RCA is well suited for identifying and analyzing complex and dynamic policy problems. This paper provides a framework on the use of RCA as a pedagogical method for improving policy student learning.


Required Readings

individual speakers in particular situations. This focus on what we term “situational framing,” though valuable in some respects, is poorly equipped to assess changes that may occur over the longer term. We focus, instead, on “structural framing” to understand how institutionalized public health and health care policies impact public opinion and behavior over time. Understanding the dynamics of public opinion over time is especially helpful in tracking the political effects of the Patient Protection and Affordable Care Act of 2010 as it moves from the debate over its passage to its implementation and operation.

Abolafia, Mitchel Y. 1004. "Framing moves: interpretive politics at the Federal Reserve." *Journal of Public Administration Research and Theory* 14(3): 349-370. Interpretive politics is a contest over the framing of ideas. In the context of closed-door, elite policymaking groups, interpretive politics shapes the thinking of both group members and the wider community of stakeholders. This article identifies a temporal structure to interpretive politics in group policymaking settings and a related set of "framing moves." Framing moves are actions taken by meeting participants to challenge existing policy frames and to project new ones. These moves correspond to the unfolding interpretive task of the meeting. The article explores interpretive politics at policy meetings of the Federal Reserve. I will examine the interpretive politics that characterize the group's efforts to enact a major policy change. Data are drawn from verbatim transcripts of meetings at which a major policy change was debated and approved.

Sandfort, Jodi R. "Moving beyond discretion and outcomes: Examining public management from the front lines of the welfare system." *Journal of Public Administration Research and Theory* 10.4 (2000): 729-756. This article investigates front-line conditions within two sectors charged with the delivery of social welfare programs public bureaucracies and private contractors. I examine two traditions of public management that operate in these organizations and focus on how each tries to direct front-line action. Drawing upon ethnographic data, I discover a disjuncture between these management frameworks and day-to-day front-line operations. A body of social theory that posits that individuals both create and are constrained by social structures is used to understand these findings. The application of this theory both suggests that there is an ongoing social process not capitalized upon by existing management approaches and offers a new explanation for the persistence of certain management challenges in these sectors. The article concludes with a discussion of research propositions and management techniques that emerge from this inductive analysis.

Soss, Joe, Richard Fording and Sanford Schram. 2011. “The Organization of Discipline: from Performance Management to Perversity and Punishment.” *Journal of Public Administration Research and Theory* 21(suppl 2): i203-232. Drawing on participant observation, in-depth interviews, and statistical analysis of administrative data, this article explores the operation of performance management in the Florida Welfare Transition program and its effects on decisions to sanction welfare clients. Unlike most econometric research on welfare sanctions, we approach sanctioning as an organized practice that reflects, not just client characteristics and behaviors, but also organizational needs, routines, values, authority relations, environments, and systems of reward and punishment. Our analysis focuses on the organization of discipline and, in the process, suggests that scholars may misrepresent and misinterpret the incidence of discipline when they fail to account for the dynamic ways that organization and management shape sanctioning patterns.
**Other Resources**

**Hanratty, Maria.** 2011. Impacts of Heading Home Hennepin's Housing First programs for long-term homeless adults. *Housing Policy Debate* 21(3): 405-419. This paper evaluates the impact of Heading Home Hennepin’s Housing First programs for long-term homeless individuals with work-limiting disabilities. These programs combine subsidized housing and extensive case management services to help program participants maintain stable housing. Using a matched comparison of housing-first participants and nonparticipants residing in public shelters, this study finds that housing-first placement is associated with a substantial decrease in public shelter use, an increase in public health insurance coverage, and a decrease in arrests and incarceration. Most of the decline in arrests is due to decreases in arrests for livability and drug-related charges and not for violent or property crime.

**Johnson, Janna.** 2012. Supplemental Nutrition Assistance Program participation during the economic recovery of 2003 to 2007. *Focus* (Institute for Research on Poverty) 29(1) 9-13. The recent sharp rise in Supplemental Nutrition Assistance Program (SNAP) participants has received much attention in the press and from policymakers. Since the start of the Great Recession in December 2007, SNAP participation has increased to its highest level ever, serving 40.3 million Americans each month, more than 13 percent of the population, in fiscal year 2010. Less attention has been given to the fact that SNAP participation also increased during the preceding economic expansion. The existing studies have all focused on reasons for the aggregate caseload increase, but have not explored participation at the individual level. In this article I summarize my study, which looks for the cause of the increase in SNAP participation at its underlying source: the determinants of the participation decision at the individual level, including the dynamics of SNAP entry and exit. Before examining the dynamics of SNAP participation, I describe the significant policy changes that may have influenced whether or not individuals chose to participate in SNAP.

**Kleiner, Morris M.** and **Robert T. Kudrle.** 2000. "Does Regulation Affect Economic Outcomes? The Case Of Dentistry," *Journal of Law and Economics* 43(2): 548-582. This study examines the role of variations in occupational licensing policies and practices in improving the outputs of services provided to consumers, and the effect of restrictive regulations on the prices of certain services. Theory suggests that more restrictive licensing may raise prices, but that it may also raise demand by reducing uncertainty about the competency of the services. This paper uses unique data on the dental health of incoming Air Force personnel to empirically analyze the effects of varying licensing stringency among the states. We find that tougher licensing does not lead to improved outputs, but does raise prices. Our results cast doubt on the principal public interest argument in favor of the impact of more strenuous licensing practices of the more restrictive states.

**Zhao, Zhirong Jerry.** 2009. Fiscal decentralization and provincial-level fiscal disparities in China: A Sino-US comparative perspective. *Public Administration Review* 69 (S1): S67-S74. Since China’s 1994 fiscal reform, increasing concerns have been voiced about fiscal disparities across the country. Can local governments fairly and effectively fulfill basic public services such as primary education, public health, and social welfare? This essay traces the evolution of intergovernmental relations in China since 1978. The fluctuation of provincial level fiscal distribution over time and the underlying factors behind fiscal inequality, as compared to a decentralized American revenue system, are analyzed. The author argues for additional research on alternative measures of local fiscal capacity.

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Assignment 3 (due at beginning of class Wednesday, Nov 4)

Paper proposal: A 200-300 word statement of proposed topic, plus list of 15-20 readings, clustered around 2-3 key concepts, which you propose to cover in your literature review. Bring 3 copies. You will turn one in and exchange with another student in pairs to provide feedback to each other.

10. Management and Leadership (Nov 9 & 11)

Required Readings

Barzelay, Michael. forthcoming “The study of public management: reference points for a design science approach.” This chapter’s focus is on the study of public management itself, rather than on this field’s substantive concerns. The issue is how to conceive of good work within this field of study, where the functional role of such work is to contribute to research knowledge or to education about public management. In approaching this issue, I examine the argument that the form of the study of management should be that of a design science. I then elaborate and offer a qualified endorsement of this argument.

Barzelay, Michael. 2007. Learning from second-hand experience: methodology for extrapolation-oriented case research. *Governance* 20 (3): 521-543. Critics of public management reform complain that governments copy legitimated foreign practices. Recent work by Eugene Bardach helps to explain why: neither government analysts nor academic researchers possess an adequate methodology to examine practices in source sites, with a view toward adaptation in target sites. Rather than complain, Bardach takes steps to develop such a methodology, drawing analogies with reverse engineering. This article offers specific guidance about how researchers can effectively investigate practices in source sites to prepare the ground for disciplined and ingenious extrapolation of practices from source to target sites. The resulting translation is illustrated by an extrapolation-oriented case study.

Feldman, Martha S., and Anne M. Khademian. 2001. To manage is to govern. *Public Administration Review* 62(5): 541-554. Governance structures constrain and enable the actions of public managers. Principal-agent theory has played a dominant role in our understanding of governance structures. This theory suggests that politicians create relatively static governance structures in a top-down fashion and hold managers accountable for mandated results. In other words, public managers are influenced by governance structures but do not affect governance structures. However, we argue that public managers do affect governance structures, and, in order to understand how this influence takes place, we need a new way of thinking about governance structures. We propose thinking about governance structures as relationships created through the interactions of people in different and reciprocal roles that are relatively dynamic. Public managers are an important source of the multiple, reciprocal, and dynamic interactions that produce governance relationship) structures. As such, managers are accountable not only for policy outcomes, but also for the appropriateness of the relationships they create and support.

Stone, Melissa M., and Francie Ostrower. "Acting in the public interest? Another look at research on nonprofit governance." *Nonprofit and Voluntary Sector Quarterly* 36.3 (2007): 416-438. This article begins to fill gaps that currently exist between research on the governance of nonprofit organizations and research on public governance and focuses on how nonprofit governance research can benefit from insights in the public governance literature. As boundaries between nonprofit governance and public governance are increasingly fluid, our theoretical understanding
as well as our empirical work on governance must expand to encompass these new relationships. The article summarizes the extant empirical literature on nonprofit governance and compares this research to emerging work on public governance. Drawing on this literature, the article specifically calls for research on nonprofit governance that (a) gives greater attention to the links between organizational governance and the public interest, (b) incorporates a broader view of governance as a process engaging multiple actors and taking place at multiple levels, and (c) links governance to accountability for results.

**Quick, Kathryn S.** (2015) “Locating and building collective leadership and impact.” *Leadership* (forthcoming). DOI: 10.1177/1742715015605348. This paper analyzes how collective leadership develops from more individualistic leadership through ethnographic analysis of the rise of urban environmental stewardship in Grand Rapids, Michigan. Longitudinal analysis of a 30-year period reveals how leadership shifted from being highly individualistic, to become more pluralistic, and ultimately more collective. I demonstrate how specifying the location of leadership action in the case addresses ambiguity regarding the definitions of and distinctions among collective, plural, and integrative leadership. I identify two processes that helped to relocate leadership from more individualistic to increasingly collective, emergent spaces, namely fueling a public imaginary and organizing inclusively. These processes were central to connecting and mutually advancing collective leadership and collective impact

**Other Resources**


***Bardach, Eugene. 2007. The extrapolation problem: how can we learn from the experience of others? *Journal of Policy Analysis and Management* 23 (2): 205-220. The extrapolation problem goes like this: Suppose you are a young policy analyst. Your boss calls you in and says, “We’ve got this problem here in Jackson County of big fire hazards building up in the rural-urban interface. Go find out what they’re doing about it over in Washington, Jefferson, and Lincoln counties. See if anything they’re doing about it might make sense for us.” You must assume that strict and faithful replication is not in the cards. For lots of very good reasons, to somehow borrow from the wisdom and practice of others, you must adapt it, customize it, localize it. In looking at the original exemplar, you must think not only about what you do see, but also, to some extent, about what you don’t see. That is, you have to speculate about those modest variations that would show up, both by accident and by design, when some practice would move from its source sites to a new location. What methodology should you use in fulfilling this request? How do you conceptualize “what they’re doing,” and see which if any elements might “make sense” in your setting?


**Bryson, John M., Barbara C. Crosby, and Melissa Middleton Stone.** 2006. The design and implementation of cross-sector collaborations: propositions from the literature. *Public Administration Review* 66 (S1): 44-55. People who want to tackle tough social problems and achieve beneficial community outcomes are beginning to understand that multiple sectors of a democratic society—business, nonprofits and philanthropies, the media, the community, and...
government—must collaborate to deal effectively and humanely with the challenges. This article focuses on cross-sector collaboration that is required to remedy complex public problems. Based on an extensive review of the literature on collaboration, the article presents a propositional inventory organized around the initial conditions affecting collaboration formation, process, structural and governance components, constraints and contingencies, outcomes, and accountability issues.


DeHart-Davis, Leisha, Randall S. Davis, and Zachary Mohr. 2014. Green Tape and Job Satisfaction: Can Organizational Rules Make Employees Happy? J Public Adm Res Theory published 7 August 2014, 10.1093/jopart/muu038 Organizational rules are the backdrop of public employee life, with research suggesting both beneficial and harmful effects to employee morale. In contrast to the traditional approach of comparing employee morale in workplaces with higher versus lower levels of rules, this study examines the relationship between specific attributes of organizational rules and job satisfaction. A combination of three organizational rule attributes is expected to increase job satisfaction: consistent rule application (which conveys procedural fairness), optimal rule control (which suggests elements of self-determination), and rule formalization (pertaining to the written quality of organizational rules). Applying structural equation modeling to survey data collected from the employees of two local government organizations (n = 1,655), we observe a significant and positive relationship between consistent rule application, optimal control, and job satisfaction, but no direct relationship between rule formalization and job satisfaction. These results suggest that job satisfaction depends more on how rules are designed and implemented rather than the extent of rules in organizational structure. Future studies will need to account for specific attributes of organizational rules to fully understand the effects on public employee morale.


DiMaggio, Paul J. and Walter W. Powell. 2012. Introduction. In The New Institutionalism in Organizational Analysis, 2nd edition. Chicago: University of Chicago Press, pp. 1-40. In their introduction, the editors discuss points of convergence and disagreement with institutionally oriented research in economics and political science, and locate the "institutional" approach in relation to major developments in contemporary sociological theory. Several chapters consolidate the theoretical advances of the past decade, identify and clarify the paradigm's key ambiguities, and push the theoretical agenda in novel ways by developing sophisticated arguments about the linkage between institutional patterns and forms of social structure. The empirical studies that follow—including such diverse topics as mental health clinics, art museums, large corporations, civil-service systems, and national polities—illustrate the explanatory power of institutional theory in the analysis of organizational change.

DiMaggio, Paul J., and Walter W. Powell. 1983. The iron cage revisited: Institutional isomorphism and collective rationality in organizational fields. American sociological review 147-160. What makes organizations so similar? We contend that the engine of rationalization and bureaucratization has moved from the competitive marketplace to the state and the professions. Once a set of
organizations emerges as a field, a paradox arises: rational actors make their organizations increasingly similar as they try to change them. We describe three isomorphic processes—coercive, mimetic, and normative—leading to this outcome. We then specify hypotheses about the impact of resource centralization and dependency, goal ambiguity and technical uncertainty, and professionalization and structuration on isomorphic change. Finally, we suggest implications for theories of organizations and social change.


**Required Readings**


**Other Resources**

Fan, Yingling, and Asad J. Khattak. "Urban form, individual spatial footprints, and travel: Examination of space-use behavior." *Transportation Research Record: Journal of the Transportation Research Board* 2082.1 (2008): 98-106. Physical planning can benefit from deeper insight into the space-use options that individuals have. This paper examines how individuals' uses of space are related to urban form factors at their residences, after controlling for traffic congestion, weather, and individual or household characteristics. The behavioral data analyzed came from the 2006 Greater Triangle Region Travel Study in North Carolina. Individuals' uses of space were measured by daily activity space—the minimum convex polygon that contains all the daily activity locations—and daily travel distance, and were estimated by the use of spatial regression models. The results showed that the residents of densely developed neighborhoods with more retail stores and better-connected streets generally have a smaller area of daily activity space and a shorter daily travel distance. In addition, urban form factors were compared in terms of their importance in explaining individuals' space-use behavior. It was found that retail mix and street connectivity are key factors relating to individuals' uses of space, whereas building density was less important. The findings shed light on possible land use solutions toward the better coordination of services in space.
Handy, Susan, Xinyu (Jason) Cao, and Patricia Mokhtarian. 2005. Correlation or causality between the built environment and travel behavior? Evidence from Northern California. *Transportation Research Part D: Transport and Environment* 10 (6): 427-444. The sprawling patterns of land development common to metropolitan areas of the US have been blamed for high levels of automobile travel, and thus for air quality problems. In response, smart growth programs—designed to counter sprawl—have gained popularity in the US. Studies show that, all else equal, residents of neighborhoods with higher levels of density, land-use mix, transit accessibility, and pedestrian friendliness drive less than residents of neighborhoods with lower levels of these characteristics. These studies have shed little light, however, on the underlying direction of causality—in particular, whether neighborhood design influences travel behavior or whether travel preferences influence the choice of neighborhood. The evidence thus leaves a key question largely unanswered: if cities use land use policies to bring residents closer to destinations and provide viable alternatives to driving, will people drive less and thereby reduce emissions? Here a quasi-longitudinal design is used to investigate the relationship between neighborhood characteristics and travel behavior while taking into account the role of travel preferences and neighborhood preferences in explaining this relationship. A multivariate analysis of cross-sectional data shows that differences in travel behavior between suburban and traditional neighborhoods are largely explained by attitudes. However, a quasi-longitudinal analysis of changes in travel behavior and changes in the built environment shows significant associations, even when attitudes have been accounted for, providing support for a causal relationship.

Lindsey, Greg, Maltie Maraj, and SonCheong Kuan. 2001. Access, equity, and urban greenways: An exploratory investigation." *The Professional Geographer* 53(3): 332-346. Recurring issues in the social sciences concern the distribution of public facilities such as parks and equity of access to them. Geographers have observed that access has perceptual as well as physical dimensions and that perceptions of difference can affect use of public space. This study explores the nature of greenways as public space and a set of issues related to equity of access to greenway trails in Indianapolis, Indiana. The study uses proximity as a measure of access and simple GIS analyses of census and other data to assess equality of access. Evidence is provided that suggests that minorities and the poor have disproportionate access to trails. It is also shown that populations adjacent to the trails differ and that the populations along particular trails are segregated. Spatial differences in trail populations are associated with historic land use patterns and population movements within the city. The implications of the findings of difference for use of the greenways system are explored. Implications for management of the greenways system—including achievement of the goal of linking neighborhoods—are also discussed.


Wildavsky, Aaron. 1973. If planning is everything, maybe it's nothing. *Policy Sciences* 4(2): 127-153. [What is planning? PS for some fields it’s harder for them to define themselves than it is for
others. Where planning does not measure up to expectations, which is almost everywhere, planners are handy targets. They have been too ambitious or they have not been ambitious enough. They have perverted their calling by entering into politics or they have been insensitive to the political dimensions of their task. They ignore national cultural mores at their peril or they capitulate to blind forces of irrationality. They pay too much attention to the relationship between one sector of the economy and another while ignoring analysis of individual projects, or they spend so much time on specific matters that they are unable to deal with movements of the economy as a whole. Planners can no longer define a role for themselves. From old American cities to British new towns, from the richest countries to the poorest, planners have difficulty in explaining who they are and what they should be expected to do. If they are supposed to doctor sick societies, the patient never seems to get well. Why can't the planners ever seem to do the right thing?

12. Science, technology, and environmental policy (Nov 23; no class Nov 25)

Required Readings


Dietz, Thomas, Elinor Ostrom, and Paul C. Stern. 2003. "The struggle to govern the commons." Science 302 (5652): 1907-1912. Human institutions—ways of organizing activities—affect the resilience of the environment. Locally evolved institutional arrangements governed by stable communities and buffered from outside forces have sustained resources successfully for centuries, although they often fail when rapid change occurs. Ideal conditions for governance are increasingly rare. Critical problems, such as transboundary pollution, tropical deforestation, and climate change, are at larger scales and involve nonlocal influences. Promising strategies for addressing these problems include dialogue among interested parties, officials, and scientists; complex, redundant, and layered institutions; a mix of institutional types; and designs that facilitate experimentation, learning, and change.

Holling, C. S. 2001. Understanding the complexity of economic, ecological, and social systems. Ecosystems 4 (5): 390-405. Hierarchies and adaptive cycles comprise the basis of ecosystems and social-ecological systems across scales. Together they form a panarchy. The panarchy describes how a healthy system can invent and experiment, benefiting from inventions that create opportunity while being kept safe from those that destabilize because of their nature or excessive exuberance. Each level is allowed to operate at its own pace, protected from above by slower, larger levels but invigorated from below by faster, smaller cycles of innovation. The whole panarchy is therefore both creative and conserving. The interactions between cycles in a panarchy combine learning with continuity. An analysis of this process helps to clarify the meaning of “sustainable development.” Sustainability is the capacity to create, test, and maintain adaptive capability. Development is the process of creating, testing, and maintaining opportunity. The phrase that combines the two, “sustainable development,” thus refers to the goal of fostering adaptive capabilities and creating opportunities. It is therefore not an oxymoron but a term that describes a logical partnership.

Jasanoff, Sheila. 2003. Technologies of humility: citizen participation in governing science. Minerva 41(3): 223-244. Building on recent theories of science in society, such as that provided by the “Mode 2” framework, this paper argues that governments should reconsider existing relations among decision-makers, experts, and citizens in the management of technology. Policy-makers

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need a set of 'technologies of humility' for systematically assessing the unknown and the uncertain. Appropriate focal points for such modest assessments are framing, vulnerability, distribution, and learning.

Turner, Billie L., et al. 2003. "A framework for vulnerability analysis in sustainability science." Proceedings of the national academy of sciences 100(14): 8074-8079. Global environmental change and sustainability science increasingly recognize the need to address the consequences of changes taking place in the structure and function of the biosphere. These changes raise questions such as: Who and what are vulnerable to the multiple environmental changes underway, and where? Research demonstrates that vulnerability is registered not by exposure to hazards (perturbations and stresses) alone but also resides in the sensitivity and resilience of the system experiencing such hazards. This recognition requires revisions and enlargements in the basic design of vulnerability assessments, including the capacity to treat coupled human–environment systems and those linkages within and without the systems that affect their vulnerability. A vulnerability framework for the assessment of coupled human–environment systems is presented.

Other Resources

Ramaswami, Anu, et al. 2008. A demand-centered, hybrid life-cycle methodology for city-scale greenhouse gas inventories. Environmental Science & Technology 42(17): 6455-6461. Greenhouse gas (GHG) accounting for individual cities is confounded by spatial scale and boundary effects that impact the allocation of regional material and energy flows. This paper develops a demand-centered, hybrid life-cycle-based methodology for conducting city-scale GHG inventories that incorporates (1) spatial allocation of surface and airline travel across colocated cities in larger metropolitan regions, and, (2) life-cycle assessment (LCA) to quantify the embodied energy of key urban materials—food, water, fuel, and concrete. The hybrid methodology enables cities to separately report the GHG impact associated with direct end-use of energy by cities (consistent with EPA and IPCC methods), as well as the impact of extra-boundary activities such as air travel and production of key urban materials (consistent with Scope 3 protocols recommended by the World Resources Institute). Application of this hybrid methodology to Denver, Colorado, yielded a more holistic GHG inventory that approaches a GHG footprint computation, with consistency of inclusions across spatial scale as well as convergence of city-scale per capita GHG emissions (∼ 25 mt CO₂e/person/year) with state and national data. The method is shown to have significant policy impacts, and also demonstrates the utility of benchmarks in understanding energy use in various city sectors.

Jordan, Andrew. "The governance of sustainable development: taking stock and looking forwards." Environment and planning. C, Government & policy 26.1 (2008): 17. The number of books and papers bearing the terms 'sustainable development' and 'governance' in their titles has grown exponentially in the last decade or so. The main purpose of this paper is to explore what meanings have been attached to these two essentially contested terms and to assess the extent to which the material on them constitutes an important, coherent, and cumulative body of scholarship. The first half explores the existing literatures on the two terms, and draws out some of the main similarities and differences. Drawing on papers that have been published in this journal over the last decade or so, the second half focuses on the attempts that have been made to build empirical and/or theoretical bridges between the two terms. The concluding section identifies a number of key themes and explores future research needs in what is evidently a vibrant and highly policy-relevant area of environmental social science research.
Lafferty, William, and Eivind Hovden. 2003. Environmental policy integration: towards an analytical framework. *Environmental Politics* 12(3): 1-22. Environmental policy integration (EPI) is a key defining feature of sustainable development. Despite the fact that EPI has been the subject of much debate both in academic and policy-making circles, conceptual issues relating to EPI have received relatively little treatment. The conceptual work that has been completed on EPI generally fails to place the concept in an appropriate environmental policy context, and this in turn appears to betray the fact that the concept clearly implies a relatively strong revision of the traditional hierarchy of policy objectives. In this article the authors discuss the origins of the concept and provide conceptual clarification regarding its definition and context. Further, the article derives a simple analytical framework consisting of vertical and horizontal dimensions of EPI, which can serve as a useful point of departure for further empirical work on the implementation of EPI.

Turner, Billie L., et al. 2003. "A framework for vulnerability analysis in sustainability science." *Proceedings of the national academy of sciences* 100(14): 8074-8079. Global environmental change and sustainability science increasingly recognize the need to address the consequences of changes taking place in the structure and function of the biosphere. These changes raise questions such as: Who and what are vulnerable to the multiple environmental changes underway, and where? Research demonstrates that vulnerability is registered not by exposure to hazards (perturbations and stresses) alone but also resides in the sensitivity and resilience of the system experiencing such hazards. This recognition requires revisions and enlargements in the basic design of vulnerability assessments, including the capacity to treat coupled human–environment systems and those linkages within and without the systems that affect their vulnerability. A vulnerability framework for the assessment of coupled human–environment systems is presented.

**Part 4: Key contemporary public affairs concerns**

13. (In)equality, (in)justice, and exclusion (Nov 30 & Dec 2)

**Required Readings**


Jencks, Christopher. 1988. Whom must we treat equally for educational opportunity to be equal? *Ethics* 98 (3): 518-533.

Schneider, Anne, and Helen Ingram. "Social construction of target populations: Implications for politics and policy." *American political science review* 87.02 (1993): 334-347. We argue that the social construction of target populations is an important, albeit overlooked, political phenomenon that should take its place in the study of public policy by political scientists. The theory contends that social constructions influence the policy agenda and the selection of policy tools, as well as the rationales that legitimate policy choices. Constructions become embedded in policy as messages that are absorbed by citizens and affect their orientations and participation. The theory is important because it helps explain why some groups are advantaged more than others independently of traditional notions of political power and how policy designs reinforce or alter such advantages. An understanding of social constructions of target populations augments conventional hypotheses about the dynamics of policy change, the determination of beneficiaries...
and losers, the reasons for differing levels and types of participation among target groups, and the role of policy in democracy.

Brah, Avtar and Phoenix, Ann (2004). Ain’t I A Woman? Revisiting Intersectionality. *Journal of International Women’s Studies*, 5(3), 75-86. In the context of the second Gulf war and US and the British occupation of Iraq, many ‘old’ debates about the category ‘woman’ have assumed a new critical urgency. This paper revisits debates on intersectionality in order to show that they can shed new light on how we might approach some current issues. It first discusses the 19th century contestations among feminists involved in anti-slavery struggles and campaigns for women’s suffrage. The second part of the paper uses autobiography and empirical studies to demonstrate that social class (and its intersections with gender and ‘race’ or sexuality) are simultaneously subjective, structural and about social positioning and everyday practices. It argues that studying these intersections allows a more complex and dynamic understanding than a focus on social class alone. The conclusion to the paper considers the potential contributions to intersectional analysis of theoretical and political approaches such as those associated with post-structuralism, post-colonial feminist analysis, and diaspora studies.

Harvey, David. 1992. Social Justice, Postmodernity and the City. *International journal of urban and regional research* 16(4): 588-601. The title of this essay is a collage of two book titles of mine written nearly 20 years apart, *Social justice and the city and The condition of postmodernity*. I here want to consider the relations between them, in part as a way to reflect on the intellectual and political journey many have travelled these last two decades in their attempts to grapple with urban issues, but also to examine how we now might think about urban problems and how by virtue of such thinking we can better position ourselves with respect to solutions. The question of positionality is, I shall argue, fundamental to all debates about how to create infrastructures and urban environments for living and working in the twenty-first century.

**Other Resources**

**Allen, Ryan.** 2011. Who experiences foreclosures? The characteristics of households experiencing a foreclosure in Minneapolis, Minnesota. *Housing Studies* 26(6): 845-866. Much of the existing research on disparities in residential foreclosures provides strong, but not conclusive, evidence that minority households disproportionately experience foreclosures. Data commonly used in foreclosure research do not allow researchers to use household characteristics of foreclosed properties to test for disparities in experiencing foreclosure. This is a significant omission in the literature since understanding the types of households that most typically experience foreclosure might result in the creation of better targeted and more effective foreclosure prevention and mitigation programs. Using a unique data set this paper explores the characteristics of households that experienced a foreclosure in Minneapolis, Minnesota during fiscal years 2006 and 2007. Research results confirm that African American households disproportionately experience foreclosures, but also indicate that renter households, households with children and foreign-born homeowners are all over-represented among foreclosed households. These results have implications for how policy makers and practitioners address foreclosure prevention and mitigation efforts.


Informal unpaid caregiving is a critical factor when forming and implementing development policy in and on behalf of developing nations because of how it can affect all aspects of economic and human development for all society, not only women and families. Yet by being treated as an undifferentiated concept from unpaid labor, caregiving remains at the margins in development research and policy. Drawing from different social science and health theories, we present the theoretical roots of caregiving research. We propose that although unpaid caregiving scholarship is embedded in the scholarship of unpaid labor, unpaid caregiving must be defined as a distinct form of unpaid labor. We present the similarities and differences between the two concepts and outline and discuss avenues for extending the frameworks that have been used in the social and health sciences to explore unpaid labor to study specific aspects of caregiving.


Myers, Samuel L. 2002. Analysis of Race as Policy Analysis, Journal of Policy Analysis and Management 21(2): 169–190. Modern policy analysis training largely ignores race as a substantive area of inquiry. Many significant race-related topics in contemporary policy have escaped the attention of professionals in the APPAM community. The tools and techniques of modern policy analysis—particularly those that emphasize the tension between equity and efficiency—certainly ought to be of use in finding solutions to nagging problems confronting communities of color. Unfortunately, a quick look at the articles published in the Journal of Policy Analysis and Management (JPAM) or the courses taught at the top schools of public affairs reveals a lack of race analysis within the discipline. The discipline that does focus on race analysis—ethnic studies—provides little emphasis on policy analysis. Reviewing the top African American studies programs in the nation, we see that these programs largely ignore policy analysis as a problem-solving tool. Yet there are quite a few reasons to create closer connections between analysis of race and policy analysis, and, happily, there are many opportunities, frequently unexplored, for enhancing these connections.


Assaad, Ragui, and Melanie Arntz. 2005. "Constrained geographical mobility and gendered labor market outcomes under structural adjustment: Evidence from Egypt." World Development 33(3): 431-454. We examine in this paper the evolution of gender gaps in labor market outcomes during structural adjustment and explore the extent to which widening gaps can be attributed to women’s more limited geographical mobility. Using comparable household surveys carried out in 1988 and 1998, we show that gender gaps in access to wage and salary employment and in earnings have widened during this period, especially in the nongovernmental sector. We attribute these changes, at least in part, to women’s more limited geographical mobility. We show that women’s commuting rates are not only much lower than those of men, but also have remained stagnant in a period where males were having to travel significantly more to obtain jobs outside the government.

Schram, Sanford and Joe Soss. 2015. America demonizes its poor: Ronald Reagan, Sam Brownback and the myth of the 'welfare queen.' Jacobin 18. Tagline: Conservatives have convinced themselves the lower class is leeching off the state. They have it exactly backwards. Access reprint at http://www.salon.com/2015/09/08/how_welfare_restrictions_demonize_the_poor_partner/

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Roy, Alastair. 2011. Thinking and doing: 'race' and ethnicity in drug research and policy development in England. Critical Policy Studies 5(1): 17-31. The drug treatment and support needs of black and minority ethnic populations have been a policy concern for more than 10 years in England. This paper considers how these needs are currently understood, addressing four particular issues. First, it considers the ways in which ‘diversity’ and ‘difference’ are conceptualized and operationalized in research, practice and policy decisions. Second, it offers a critical oversight of the epistemological and methodological limitations of the current knowledge base. Third, it
addresses the differences and tensions between the priorities and agendas of policymakers and academic researchers. These are seen as central because policymakers are not merely consumers of research, rather their potential to influence the knowledge base manifests in their role as commissioners and publishers of research evidence. Finally it makes recommendations about how these issues might be overcome in future research, including advocating the value of psycho-social approaches and situated understandings.


14. Systems and their stability (Dec 7 & Dec 9)

Required Readings

Carpenter, Stephen R. et al. 2012. General resilience to cope with extreme events. Sustainability 4: 3248-3259. Resilience to specified kinds of disasters is an active area of research and practice. However, rare or unprecedented disturbances that are unusually intense or extensive require a more broad-spectrum type of resilience. General resilience is the capacity of social-ecological systems to adapt or transform in response to unfamiliar, unexpected and extreme shocks. Conditions that enable general resilience include diversity, modularity, openness, reserves, feedbacks, nestedness, monitoring, leadership, and trust. Processes for building general resilience are an emerging and crucially important area of research.

Quick, Kathryn S., and Martha S. Feldman. 2014. Boundaries as Junctures: Collaborative Boundary Work for Building Efficient Resilience. Journal of Public Administration Research and Theory 24(3): 673-696. This article is a theoretical contribution to reconsidering the boundaries that are central features of collaborative public management. We identify two contrasting ways of doing boundary work: one oriented to treating them as barriers that promote separation and the other to treating them as junctures that enable connecting. We describe three general practices for creating junctures: translating across, aligning among, and decentering differences. We argue that orienting boundary work in collaboration to making connections supports efficient resilience, making it possible for systems to work even when they are disrupted or when resources are constrained. We illustrate the practices and their benefits with examples from collaborative public management.

Parkinson, Sarah E. 2013. Organizing Rebellion: Rethinking High-Risk Mobilization and Social Networks in War. American Political Science Review 107(3): 418-432. Research on violent mobilization broadly emphasizes who joins rebellions and why, but neglects to explain the timing or nature of participation. Support and logistical apparatuses play critical roles in sustaining armed conflict, but scholars have not explained role differentiation within militant organizations or accounted for the structures, processes, and practices that produce discrete categories of fighters, soldiers, and staff. Extant theories consequently conflate mobilization and participation in rebel organizations with frontline combat. This article argues that, to understand wartime mobilization and organizational resilience, scholars must situate militants in their organizational and social context. By tracing the emergence and evolution of female-dominated clandestine supply, financial, and information networks in 1980s Lebanon, it demonstrates that mobilization pathways and organizational subdivisions emerge from the systematic overlap between formal militant hierarchies and quotidian social networks. In doing so, this article elucidates the nuanced relationship between social structure, militant organizations, and sustained rebellion.

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Other Resources


Baum, A., Fleming, R., & Davidson, L.M. 1983. Natural disaster and technological catastrophe. *Environment and Behavior* 15: 333- 354. Against the backdrop of ever-expanding technological systems, the effects of accidents or breakdowns in human-made technology are examined and contrasted with those of natural disasters. A number of differences are identified, and research on these forms of cataclysmic events is reviewed. These data, as well as this analysis, suggest that technological catastrophes are more likely to have long-term effects, to affect people beyond the point of impact, and to pose different types of threat than are natural disasters.

Roy, Ananya. 2005. Urban informality: toward an epistemology of planning. *Journal of the American Planning Association* 71(2): 147-158. Many of the significant urban transformations of the new century are taking place in the developing world. In particular, informality, once associated with poor squatter settlements, is now seen as a generalized mode of metropolitan urbanization. This article focuses on urban informality to highlight the challenges of dealing with the “unplannable” exceptions to the order of formal urbanization. It argues that planners must learn to work with this state of exception. Such policy epistemologies are useful not only for “Third World” cities but also more generally for urban planning concerned with distributive justice.


15. Performance and Evaluation (Dec 14 & 16)

Required Readings


Sowa, Jessica E., Sally Coleman Selden, and Jodi R. Sandfort. 2004. "No longer unmeasurable? A multidimensional integrated model of nonprofit organizational effectiveness." *Nonprofit and Voluntary Sector Quarterly* 33(4): 711-728. Few topics in nonprofit research and practice have received greater attention in recent years than organizational effectiveness. In spite of this intellectual interest, little consensus has emerged, either theoretically or empirically, as to what constitutes organizational effectiveness and how best to measure it. In this article, we introduce a multidimensional and integrated model of nonprofit organizational effectiveness (MIMNOE). The model captures two prominent dimensions of organizational effectiveness, management effectiveness and program effectiveness. In addition, to illustrate how this framework can be used empirically, the article proposes a method of analysis that exploits the interrelationships between the multiple dimensions in the model. MIMNOE is useful for both scholars and practitioners because it requires attention not only to program outcomes, but also equally to the factors that influence those outcomes.

Moynihan, Donald P. 2006. "Managing for results in state government: Evaluating a decade of reform." *Public Administration Review* 66(1): 77-89. State governments in the United States have enthusiastically embraced the idea of managing for results. This appears to represent a victory for New Public Management policy ideas transferred from New Zealand, the United Kingdom, and Australia. The managing for results doctrine that emerged from these countries called for an increased focus on results but also increased managerial authority to achieve results. In return, it was claimed, governments would enjoy dramatic performance improvement and results-based accountability. This article assesses the implementation of public management reform in the United States and argues that the managing for results doctrine has been only partially adopted. State governments selected some of the New Public Management ideas but largely ignored others. In short, state governments emphasized strategic planning and performance measurement but were less successful in implementing reforms that would enhance managerial authority, undermining the logic that promised high performance improvements.

Other Resources

Reynolds, Arthur J., Judy A Temple, Dylan L Robertson, Emily A Mann. 2001. Long-term effects of an early childhood intervention on educational achievement and juvenile arrest: a 15-year follow-up of low-income children in public schools. *Journal of the American Medical Association* 285 (18): 2339-2346. Most studies of the long-term effects of early childhood educational interventions are of demonstration programs rather than large-scale public programs. Previous studies of one of the oldest federally funded preschool programs have reported positive effects on school performance, but effects on educational attainment and crime are unknown. Study compared children receiving different levels and types of early intervention services. Results demonstrate that participation in an established early childhood intervention for low-income children was associated with better educational and social outcomes up to age 20 years. These findings are
among the strongest evidence that established programs administered through public schools can promote children's long-term success.


Walker, Richard M., et al. 2011. "Market orientation and public service performance: new public management gone mad?" *Public Administration Review* 71(5): 707-717. The backbone of theory of the market-based approach New Public Management is that market orientation improves public service performance. In this article, market orientation is operationalized through the dominant theoretical framework in the business literature: competitor orientation, customer orientation, and inter-functional coordination. Market orientation is examined from the vantage point of three stakeholder groups in English local government: citizens, public servants, and the central government’s agent, the Audit Commission. Findings show that market orientation works best for enhancing citizen satisfaction with local services, but its impacts on the performance judgments of local managers or the Audit Commission are negligible. The conclusion discusses important implications of these findings for research, policy, and practice.

### University Policies

#### Student Conduct Code

The University seeks an environment that promotes academic achievement and integrity, that is protective of free inquiry, and that serves the educational mission of the University. Similarly, the University seeks a community that is free from violence, threats, and intimidation; that is respectful of the rights, opportunities, and welfare of students, faculty, staff, and guests of the University; and that does not threaten the physical or mental health or safety of members of the University community.

As a student at the University you are expected to adhere to Board of Regents Policy: *Student Conduct Code*. Please see [http://regents.umn.edu/sites/default/files/policies/Student_Conduct_Code.pdf](http://regents.umn.edu/sites/default/files/policies/Student_Conduct_Code.pdf) to review the student conduct code. Note that the conduct code specifically addresses disruptive classroom conduct, which means "engaging in behavior that substantially or repeatedly interrupts either the instructor's ability to teach or student learning. The classroom extends to any setting where a student is engaged in work toward academic credit or satisfaction of program-based requirements or related activities."

#### Use of Personal Electronic Devices in the Classroom

Using personal electronic devices in the classroom setting can hinder instruction and learning, not only for the student using the device but also for other students in the class. To this end, the University establishes the right of each faculty member to determine if and how personal electronic devices are allowed to be used in the classroom. For complete information, please see: [http://policy.umn.edu/Policies/Education/Education/STUDENTRESP.html](http://policy.umn.edu/Policies/Education/Education/STUDENTRESP.html).

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**Scholastic Dishonesty**

You are expected to do your own academic work and cite sources as necessary. Failing to do so is scholastic dishonesty. Scholastic dishonesty means plagiarizing; cheating on assignments or examinations; engaging in unauthorized collaboration on academic work; taking, acquiring, or using test materials without faculty permission; submitting false or incomplete records of academic achievement; acting alone or in cooperation with another to falsify records or to obtain dishonestly grades, honors, awards, or professional endorsement; altering, forging, or misusing a University academic record; or fabricating or falsifying data, research procedures, or data analysis. (Student Conduct Code: [http://regents.umn.edu/sites/default/files/policies/Student_Conduct_Code.pdf](http://regents.umn.edu/sites/default/files/policies/Student_Conduct_Code.pdf)) If it is determined that a student has cheated, he or she may be given an "F" or an "N" for the course, and may face additional sanctions from the University. For additional information, please see: [http://policy.umn.edu/Policies/Education/Education/INSTRUCTORRESP.html](http://policy.umn.edu/Policies/Education/Education/INSTRUCTORRESP.html).

The Office for Student Conduct and Academic Integrity has compiled a useful list of Frequently Asked Questions pertaining to scholastic dishonesty: [http://www1.umn.edu/oscai/integrity/student/index.html](http://www1.umn.edu/oscai/integrity/student/index.html). If you have additional questions, please clarify with your instructor for the course. Your instructor can respond to your specific questions regarding what would constitute scholastic dishonesty in the context of a particular class-e.g., whether collaboration on assignments is permitted, requirements and methods for citing sources, if electronic aids are permitted or prohibited during an exam.

**Makeup Work for Legitimate Absences**

Students will not be penalized for absence during the semester due to unavoidable or legitimate circumstances. Such circumstances include verified illness, participation in intercollegiate athletic events, subpoenas, jury duty, military service, bereavement, and religious observances. Such circumstances do not include voting in local, state, or national elections. For complete information, please see: [http://policy.umn.edu/Policies/Education/Education/MAKEUPWORK.html](http://policy.umn.edu/Policies/Education/Education/MAKEUPWORK.html).

**Appropriate Student Use of Class Notes and Course Materials**

Taking notes is a means of recording information but more importantly of personally absorbing and integrating the educational experience. However, broadly disseminating class notes beyond the classroom community or accepting compensation for taking and distributing classroom notes undermines instructor interests in their intellectual work product while not substantially furthering instructor and student interests in effective learning. Such actions violate shared norms and standards of the academic community. For additional information, please see: [http://policy.umn.edu/Policies/Education/Education/STUDENTRESP.html](http://policy.umn.edu/Policies/Education/Education/STUDENTRESP.html).

**Grading and Transcripts**

The University utilizes plus and minus grading on a 4.000 cumulative grade point scale in accordance with the following. For additional information, please refer to: [http://policy.umn.edu/Policies/Education/Education/GRADINGTRANSCRIPTS.html](http://policy.umn.edu/Policies/Education/Education/GRADINGTRANSCRIPTS.html)

A  4.000 - Achievement is outstanding relative to the level necessary to meet course requirements
A-  3.667
B+  3.333

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B 3.000 - Achievement is significantly above the level necessary to meet course requirements
B- 2.667
C+ 2.333
C 2.000 - Achievement meets the course requirements in every respect
C- 1.667
D+ 1.333
D 1.000 - Achievement is worthy of credit even though it fails to meet fully the course requirements
S Achievement is satisfactory, which is equivalent to a C- or better.

**Sexual Harassment**
"Sexual harassment" means unwelcome sexual advances, requests for sexual favors, and/or other verbal or physical conduct of a sexual nature. Such conduct has the purpose or effect of unreasonably interfering with an individual's work or academic performance or creating an intimidating, hostile, or offensive working or academic environment in any University activity or program. Such behavior is not acceptable in the University setting. For additional information, please consult Board of Regents Policy: [http://regents.umn.edu/sites/default/files/policies/SexHarassment.pdf](http://regents.umn.edu/sites/default/files/policies/SexHarassment.pdf)

**Equity, Diversity, Equal Opportunity, and Affirmative Action**
The University will provide equal access to and opportunity in its programs and facilities, without regard to race, color, creed, religion, national origin, gender, age, marital status, disability, public assistance status, veteran status, sexual orientation, gender identity, or gender expression. For more information, please consult Board of Regents Policy: [http://regents.umn.edu/sites/default/files/policies/Equity_Diversity_EO_AA.pdf](http://regents.umn.edu/sites/default/files/policies/Equity_Diversity_EO_AA.pdf).

**Disability Accommodations**
The University is committed to providing quality education to all students regardless of ability. Determining appropriate disability accommodations is a collaborative process. You as a student must register with Disability Services and provide documentation of your disability. The course instructor must provide information regarding a course's content, methods, and essential components. The combination of this information will be used by Disability Services to determine appropriate accommodations for a particular student in a particular course. For more information, please reference Disability Services: [http://ds.umn.edu/student-services.html](http://ds.umn.edu/student-services.html).

**Mental Health and Stress Management**
As a student you may experience a range of issues that can cause barriers to learning, such as strained relationships, increased anxiety, alcohol/drug problems, feeling down, difficulty concentrating and/or lack of motivation. These mental health concerns or stressful events may lead to diminished academic performance and may reduce your ability to participate in daily activities. University of Minnesota services are available to assist you. You can learn more about the broad range of confidential mental health services available on campus via the Student Mental Health Website: [http://www.mentalhealth.umn.edu](http://www.mentalhealth.umn.edu).

**Academic Freedom and Responsibility: for courses that do not involve students in research**
Academic freedom is a cornerstone of the University. Within the scope and content of the course as defined by the instructor, it includes the freedom to discuss relevant matters in the classroom. Along
with this freedom comes responsibility. Students are encouraged to develop the capacity for critical judgment and to engage in a sustained and independent search for truth. Students are free to take reasoned exception to the views offered in any course of study and to reserve judgment about matters of opinion, but they are responsible for learning the content of any course of study for which they are enrolled.

Reports of concerns about academic freedom are taken seriously, and there are individuals and offices available for help. Contact the instructor, the Department Chair, your adviser, the associate dean of the college, or the Vice Provost for Faculty and Academic Affairs in the Office of the Provost. [Language adapted from the American Association of University Professors "Joint Statement on Rights and Freedoms of Students"].