

**PADM 750 Performance Measurement and Management
OLD DOMINION UNIVERSITY**

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In recent years many managers in both the public and non-profit sectors have expressed a need for employees with expertise in performance measurement and management. This course is designed to give students the knowledge and tools needed to develop the expertise that managers are demanding. It focuses on how performance is becoming increasingly important in public and non-profit settings, and explores performance-based management approaches. It will cover not only how to identify appropriate measures, but also how to implement a performance measurement system and manage for performance. Emphasis will be on establishing performance measurement systems; identifying, collecting and analyzing performance information; presenting results of performance analysis; and utilizing performance information. Management tools covered will include benchmarking, performance dash boards, and balanced scorecards.

Part 1: Performance Measurement

This half of the course focuses on the key concepts associated with performance measurement. The public sector (government and nonprofits) faces a particular challenge in measuring performance, since governments and nonprofits do not have a single “bottom line” and therefore must define and measure multiple indicators of performance in terms of multiple bottom lines. We will discuss performance measurement in the context of its purposes; linkages to organizational mission, vision and/or strategic goals; and process, management, and leadership implications. Given the inherent challenges in measuring what governments and nonprofits do, we will also cover the identification and collection of performance information. This section of the course is designed to achieve the following learning outcomes:

- Be able to understand the social, political, economic, and technical environments within which performance must be measured
- Be able to describe and use performance measurement for improving outcomes and accountability
- Be able to critically analyze a performance measurement system
- Be able to approach performance measurement based on different stakeholder needs and expectations

Part 2: Performance Management

This portion of the course is concerned with the management of performance at all levels of government. The course will cover theories and issues involved with performance management. The different tools of performance management such as: dashboards; balanced scorecards; and benchmarking will be examined and discussed. The course objective is as follows: Students will develop a working knowledge of the different tools and methods of performance management in government organizations.

This section of the course is designed to achieve the following learning outcomes:

- Be able to describe and use performance management tools in a specific government or non-profit context
- Be able to develop a performance management for a government or non-profit organization
- Be able to understand the key success factors for and challenges to successful use of performance management

Texts

There is one required text for this class:

Hatry, H. 2007. *Performance Measurement: Getting Results* (2nd edition). Washington, DC: The Urban Institute Press. ISBN: 087766-734-9.

Grading

The grading scheme is as follows:

Performance Measurement Case Study Analysis (due Oct 7)	25%
Participation in 4 BlackBoard Discussion Forums	10%
Performance Management Tool Review Essay (due Nov 18)	10%
Performance Management Tool in Practice Reflection Essay (due Dec 2)	5%
In-class Participation	10%
Group Assignments:	
-'Performance Management Tool Overview' Wiki Entry (due Nov 4)	10%
-'Performance Management Tool Overview' Presentation (due Nov 4)	5%
-'Performance Management Tool in Practice' Report (due Dec 2)	10%
-'Performance Management Tool in Practice' Presentation (due Dec 2)	5%
Individual and Group In-class Activities	10%

Grading Criteria

The final grade will be based on the following percentage scale:

<u>Points</u>	<u>Letter Grade</u>	<u>Points</u>	<u>Letter Grade</u>
93-100	A	80-82	B-
90-92	A-	77-79	C+
87-89	B+	70-76	C
83-86	B	< 70	F

Note: A grade of "I" indicates assigned work yet to be completed in a given course or absence from the final examination. It is assigned only upon instructor approval of a student request. The "I" grade can be given only in exceptional circumstances beyond the student's control, such as illness. In these cases, the student is responsible for notifying the faculty member. The "I" grade becomes an "F" if not removed by the last day of classes of the following term (excluding the exam period) according to the following schedule: "I" grades from the fall semester become "F", if not removed by the last day of classes of the spring semester; "I" grades from the spring

and summer sessions become “F” if not removed by the last day of classes of the fall semester. An “I” grade may not be changed to a “W” under any circumstances. Important: All written assignments must be submitted via BlackBoard in Word format (no PDF documents will be accepted). All assignments MUST be submitted by 11pm on the designated due dates. **Late assignments will not be accepted.**

Academic Honesty

Violations of the academic honesty code will be dealt with in the strictest terms. Students are advised to become familiar with the university’s academic honesty code, as well as the Statement on Plagiarism for the College of Business and Public Administration. It is the student’s responsibility to ensure that both the letter and intent of this code are met in all circumstances. Ignorance of this code, or of proper rules of citation, provides no defense. My policy concerning enforcement of this code is inflexible; no exceptions will be made.

COURSE SCHEDULE

Course Overview

Introduction to Performance Measurement and Management

- Hatry, Ch. 1: The Scope of Performance Measurement
- Walters, J. 2008. Novices with the Numbers. *Governing*, December: 46-48.
- Halachmi, A. 2002. Performance Measurement: A Look at Some Possible Dysfunctions. *Work Study*, 51(5): 230-239.
- Bolton, M. 2003. Public Sector Performance Measurement: Delivering Greater Accountability. *Work Study* 52(1): 20-24.
- Barrett & Greene. 2015. Did Performance Measurement Cause America’s Police Problem? *Governing.com* <http://www.governing.com/columns/smart-mgmt/gov-policing-performance-measurement.html>
- Bratton, W. J., & Malinowski, S. W. (2008). Police Performance Management in Practice: Taking COMPSTAT to the Next Level. *Policing*, 2(3), 259-265.

Measuring for What? For Whom?

- Hatry, Ch. 2: What Types of Performance Information Should be Tracked?
- Hatry, Ch. 4: What are the Program’s Mission and Objectives? Who are its Customers?
- Behn, R. 2003. Why Measure Performance? Different Purposes Require Different Measures. *Public Administration Review* 63(5): 586-606.
- Carmona, S., & Grönlund, A. (2003). Measures vs Actions: The Balanced Scorecard in Swedish Law Enforcement. *International Journal of Operations & Production Management*, 23(12), 1475-1496.
- Reid, R.H. 2015. High-performance Policing: Getting the Metrics Right. *Governing.com* <http://www.governing.com/gov-institute/voices/col-performance-management-metrics-policing.html>

BlackBoard Discussion Forum:

- Poister, T. 2003. Ch. 4: Clarifying program goals and objectives. In *Measuring Performance in Public and Nonprofit Organizations*. San Francisco: Jossey-Bass, p. 58-75.
- Barrett, K. & Greene, R. 2012. Keeping it Personal: The Public Problem with Performance Measurement. *Governing*, July: 64-65.
- Behn. Always Start with Purpose.
<http://www.hks.harvard.edu/thebehnreport/All%20Issues/December2010.pdf>
- Joyce, P. 2014. When Performance Measurement Goes Wrong in Government.
<http://www.governing.com/columns/smart-mgmt/col-performance-measurement-scandals-lessons.html>

Performance Information: What to Measure?

- Hatry, Ch. 5: What Outcomes Should be Tracked?
- Hatry, Ch. 6: What Outcome Indicators Should be Tracked?
- Ammons, D. & Morgan, J. 2011. State-of-the-art Measures in Economic Development. *Public Management*, 93(5): 6-10.
- Ammons. 1995. Overcoming Inadequacies of Performance Measurement in Local Government: The Case of Libraries and Leisure Services. *Public Administration Review*, 55(1): 37-47.
- Howard, D. & Colby, S. 2003. Great Valley Center: A Case Study in Measuring for Mission. The Bridgespan Group.
- Maciag, M. 2015. Case Closed? How 'Solved' Murder Stats Are Misleading. *Governing.com* <http://www.governing.com/topics/public-justice-safety/gov-murder-clearance-rates-misleading.html>

BlackBoard Discussion Forum:

- Behn. Multiple Performance Measures.
<http://www.hks.harvard.edu/thebehnreport/August2004.pdf>
- Behn. On Why Public Managers Must Measure Outputs.
<http://www.hks.harvard.edu/thebehnreport/June2004.pdf>
- Behn. On Why Public Executives Must be Alert to the: Danger of Using Too Few Measures. <http://www.hks.harvard.edu/thebehnreport/October2007.pdf>
- Frederickson, H.G. 2008. Vulgar Accountability.
<http://www.governing.com/columns/mgmt-insights/Vulgar-Accountability.html>

Performance Information: How to Measure/Collect Data? Part 1

- Hatry, Ch. 7: What Methods of Data Gathering Should be Used?
- Barrett, K. & Greene, R. 2009. The Management Challenge of Bad Data.
<http://www.governing.com/columns/smart-mgmt/The-Management-Challenge-of.html>
- Whitley, J. 2012. *Five Methods for Measuring Unobserved Events: A Case Study of Federal Law Enforcement*. IBM Center for The Business of Government Improving Performance Series. Washington, DC: IBM Center for The Business of

Government.

<http://www.businessofgovernment.org/sites/default/files/Five%20Methods%20for%20Measuring%20Unobserved%20Events.pdf>

- Maciag, M. 2015. What People Want from Police Departments. *Governing.com*
<http://www.governing.com/topics/public-justice-safety/gov-what-citizens-want-from-police-departments.html>

Performance Information: How to Measure/Collect Data? Part 2

- Kelton, R.M. 2006. The Role of Citizen Surveys in Performance Measurement. *Public Management*, 88(8): 32-33.
- Walters, J. 2007. Citizen Surveys. *Governing.com*
<http://www.governing.com/topics/mgmt/Citizen-Surveys.html>
- Van Ryzin, G. G., Immerwahr, S., & Altman, S. (2008). Measuring Street Cleanliness: A comparison of New York City's Scorecard and Results from a Citizen Survey. *Public Administration Review*, 68(2), 295-303.
- Stipak, B. (1979). Citizen satisfaction with urban services: Potential misuse as a performance indicator. *Public Administration Review*, 46-52.

BlackBoard Discussion Forum:

- City of Eugene Community Survey 2010.
- Illinois State Police Citizen Survey. <http://isp.state.il.us/SurveySite/>
- Hawaii Police Department Community Satisfaction Survey.
<http://www.hawaiipolice.com/community/community-satisfaction-survey>

Basics of Performance Management

- Hatry, Ch. 15: Other Performance Measurement Issues.
- Poister, Ch 14: Implementing Effective Measurement Systems.
- Wholey, J. 1999. Performance-based Management: Responding to the Challenges. *Public Productivity and Management Review*, 22(3): 288-307.
- Campbell, M. 2004. Improving Agency Performance and Service Delivery. *The Journal for Quality and Participation*, Winter: 43-49.
- Behn. What Performance Management Is and Is Not.
<http://www.hks.harvard.edu/thebehnreport/All%20Issues/BehnReport%202014Oct.pdf>

BlackBoard Discussion Forum:

- Behn. The Magical Performance System.
<http://www.hks.harvard.edu/thebehnreport/January2005.pdf>
- Ammons, D. 2002. Performance Management and Managerial Thinking. *PPMR* 25(4): 344-347.
- Moynihan, D. P., Pandey, S. K., & Wright, B. E. (2012). Setting the Table: How Transformational Leadership Fosters Performance Information Use. *Journal of Public Administration Research and Theory*, 22(1), 143-164.

Performance Management Issues: Organizational Learning

- Epstein, D., Coates, P, & Wray, L.D. 2006. Chapter 3: Organizations Managing for Results. In *Results that Matter: Improving Communities*, San Francisco: Jossey-Bass.
- Mayne, J. 2007. Challenges and lessons in implementing results-based management. *Evaluation*, 13(1), 87-109.
- Moynihan, D. P. 2005. Goal-based learning and the future of performance management. *Public Administration Review*, 203-216.
- Kouzmin, A., Löffler, E., Klages, H., & Korac-Kakabadse, N. 1999. Benchmarking and performance measurement in public sectors: Towards learning for agency effectiveness. *International Journal of Public Sector Management*, 12(2), 121-144.
- Johnson, G., & Leavitt, W. 2001. Building on success: Transforming organizations through an appreciative inquiry. *Public Personnel Management*, 30(1), 129-136.

Process, Leadership, and Organizational Issues

- Sanger, M. B. 2008. From measurement to management: breaking through the barriers to state and local performance. *Public Administration Review*, 68(s1), S70-S85.
- Newcomer, K & Caudle, S. 2011. Public Performance Management Systems: Embedding Practices for Improved Success. *Public Performance and Management Review*, 35(1): 108-132.
- Metzenbaum, S.H. 2009. Performance Management Recommendations for the New Administration. Washington, DC: The IBM Center for the Business of Government. <http://www.businessofgovernment.org/report/performance-management-recommendations-new-administration>
- Behn. Measurement is Rarely Enough. <http://www.hks.harvard.edu/thebehnreport/May2008.pdf>

Pulling It All Together

- Perrin, B. 2006. Moving from Outputs to Outcomes: Practical Advice from Governments Around the World. Washington DC: The World Bank and the IBM Center for the Business of Government. <http://businessofgovernment.org/report/moving-outputs-outcomes-practical-advice-governments-around-world>
- Lambert, D. & Atkins, J. 2015. New Jersey's Manage by Data Program: Changing Culture and Capacity to Improve Outcomes. Washington DC: The IBM Center for the Business of Government. <http://www.businessofgovernment.org/sites/default/files/New%20Jerseys%20Manage%20by%20Data%20Program.pdf>
- Carnochan, S., Samples, M., Myers, M., & Austin, M. J. (2014). Performance Measurement Challenges in Nonprofit Human Service Organizations. *Nonprofit and Voluntary Sector Quarterly*, 43(6), 1014-1032.

DISCLAIMER

Every attempt is made to provide a syllabus that is complete and accurate. However, circumstances and events may make it necessary for the instructor to modify the syllabus

during the semester.