



# MANAGEMENT MATTERS

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## The Role of Management and Diversity in Improving Performance of Disadvantaged Students: An Application of Bum Phillips' Don Shula Rule

*Kenneth J. Meier, Texas A&M University and Cardiff University*

### The Lent D. Upson Lecture in Public Administration, Delivered at Wayne State University, March 29, 2006.

I would like to thank the faculty of the public administration program for inviting me to Wayne State to deliver the Lent Upson lecture, especially for suggesting that I talk about the research that I have done linking public administration to the performance of disadvantaged students. Public administration is a science of the artificial (Simon 1969). Although knowledge for the sake of knowledge is important, we should always be aware that we care as much about how things might be as how they actually are. That philosophy undergirds my research agenda.

This lecture has two key themes. First, management matters; we now have a systematic body of evidence that demonstrates what managers, especially superintendents, do shapes the performance of school districts. What effective school superintendents do, in turn, is very similar to what effective managers do in other public organizations. The ability of managers to improve educational outcomes, in widely different types of school districts with widely varying curricula, is the reason for the lecture's subtitle. According to former Houston Oiler Coach Bum Phillips, the problem with coaching against Don Shula was that "he can take his'n and beat your'n, and then take your'n and beat his'n." Just as the quality of coaching is the key variable in Bum Phillips' mind, the quality of management is a key variable in the performance of all public organizations, including public school districts.

Second, representative bureaucracy, the idea that bureaucracies should look like the people that they serve, also makes a difference. Some systematic research has demonstrated that under certain conditions representa-

## Comings and Goings

In April, 2005, Perri 6 moved to Nottingham Trent University from the Health Services Management Centre at the University of Birmingham. 6 and coauthors Nick Goodwin, Edward Peck and Tim Freeman have also just published *Managing Networks of Twenty-First Century Organisations*. Another book, *Beyond 'Delivery': Policy Implementation as Sense-Making and Settlement*, by Edward Peck and Perri 6, is scheduled for release in August. Both titles are with Palgrave MacMillan. For more information, visit <http://www.palgrave.com/products/Catalogue.aspx?is=1403996091> and <https://www.palgrave.com/products/CataloguePrint.aspx?is=1-4039-9606-7>.

**Robert Agranoff**, SPEA, Indiana University-Bloomington, presented a paper "Network Performance: Adding Value and Accounting for Costs," at the X International Research Symposium on Public Management, Glasgow, Scotland, April 2006. Prior to the IRPM Conference, Agranoff lectured at the University of the Basque Country, Bilbao, Spain and at the 19th Annual Seminario Permanente at the Center for Constitutional Studies, Madrid, Spain.

**Brendan Burke** has accepted a new position as an Assistant Professor in the Sawyer School of Management at Suffolk University in Boston, beginning fall 2006.

**Robert K. Christensen**, Indiana University, received a 2006 Spencer Foundation Dissertation Fellowship (\$20,000) and The School of Public and Environmental Affairs Excellence in Doctoral Research Award. He will be joining the Public Administration and Public Policy faculties at University of North Carolina - Charlotte this fall as an assistant professor in the MPA program. Christensen received his J.D./MPA from Brigham Young University and his Ph.D. in Public Affairs from Indiana University. His research and teaching focus on the intersection of law, public management, public policy, and nonprofit studies.

tive bureaucracies are more effective than bureaucracies that do not mirror the population. In the particular case in question, there is no doubt that the performance of minority students improves in schools with more minority faculty.

These two themes are without question out of step with the mainstream in education policy. Much of education policy seeks a magic bullet, the one program that will miraculously solve all education problems. Many scholars and pundits offer such magic bullets—back to basics, school choice, Afrocentric Curriculum, etc. etc. These reforms offer a simple solution to the problems of education, adopt my magic bullet and the dragons of poor performance will be vanquished. I consider this approach to education reform both misguided and something that contributes to the problems that we face (Hess 1999).

### How We Got Started on this Research Agenda

I confess, I too once sought magic bullets. About 7 years ago, the Spencer Foundation awarded me a grant to examine the college aspirations of Latino students. I approached this problem the way I approached other public policies that I have studied. I started by gathering masses of data and subjecting them to extensive statistical analysis. In this case, I built a series of what are called "education production functions" to relate the resources that schools have and the constraints that they face to whether or not Latino students attend college. After building these regression equations, I then selected those school district that outperformed the regression equation, that is, those with the largest positive residuals. My intent was to do site visits and prepare a list of "best practices" (Bretschneider, et al. 2005; Meier and Gill 2000). I then made a major mistake, I decided to check on the validity of these best practices by arranging site visits with some of the worst schools and school districts.

The site visits were interesting and informative, but we soon noticed a pattern. To illustrate, at one of the best school districts in the state, the director of curriculum attributed their success to the adoption of the block schedule, the change from 50 minute class periods to 75 minute class periods. This change, he felt, really let the teachers teach. They could combine lectures with experimentation with student participation, and they gained some real synergies in the process. Here was a magic bullet—the block schedule. At one of the worst school districts in the state, when asked what the largest obstacle to generating more college-bound students was, the superintendent immediately responded, the block schedule. He stated bluntly that the adoption of the block schedule was a disaster. Teachers did not alter their teaching styles, educational objectives were not met, and they were abandoning the change.

The block schedule illustration was repeated several times in our site visits. Both good and bad schools were using the same programs yet getting dramatically different results. At the same time, the PhD student conducting the site visits concluded that one could tell just walking through a school, particularly between classes, whether the school was a good one or a bad one. Good schools had the faculty and administrators out in the hallways interacting with students (particularly those students who did not want to interact with administrators and faculty). These human differences were also correlated with environmental

differences in terms of the appearance of the school and grounds. We were forced to conclude that maybe the solution to the higher education achievement of Latino students was not programs but people.

## What Are the Characteristics of Effective School Districts?

The Latino college aspirations study is just one of several we have done using similar techniques (Doerfler 2004; <http://perg.tamu.edu>). Our qualitative evidence is fairly consistent about the attributes shared by effective schools and school districts. They are characterized by the following:

1. *Long term stable leadership.* The superintendent has either been in the position a long period of time or was hired from within.
2. The school or district has *high academic standards*, and applies of those standards to everyone regardless of background or disadvantage. One superintendent went so far as to sit in on every teacher interview to make sure that teachers shared his philosophy that all students had to be challenged and that all could succeed. This superintendent simply refused to accept the excuse that student x does very well given x's disadvantaged background.
3. *Stable curriculum.* Good districts and good schools have a set curriculum and stick with it; they do not chase educational fads. Teachers need to know what will be taught from one year to next and who is teaching what. Most interesting, it does not appear to matter what the curriculum is, only that it is kept stable. As an illustration, one of the most successful districts in Texas for educating Latino students has an extensive bilingual program and in fact requires students to be bilingual to receive a high school diploma. Another highly successful district with Latino students uses a rapid transition, English as a second language program that moves students into an English-speaking instructional environment very quickly. These are radically different programs, but they get similar results. The programs, however, are both long-term, adequately resourced, and have the commitment of teachers and administrators.
4. *Hard work.* The commitment of teachers and administrators in good schools is readily apparent to anyone visiting these schools. Without magic bullets, educational performance does not come easy. It takes concerted effort of teachers, administrators, and students.
5. *Parental involvement.* Education is coproduced good. High levels of parental involvement are necessary to extend the school-based learning to the rest of the student's environment. One South Texas school district with almost all of its students eligible for free school lunch and well over half the students first generation Americans operates parent sessions that discuss the expectations for students (home work, when tests will be administered, the availability of financial aid) as well as public health and other important issues. These parent sessions average over 90% attendance.

Mel Dubnick assumed new position last September at University of New Hampshire, as professor of political science and director of the MPA Program. He was appointed professor emeritus at Rutgers-Newark and remains a senior fellow at Queen's University Belfast.

Rosalind Chavda (currently at University of Memphis) and Kamal Chavda (currently policy analyst at Memphis Board of Education) will assume positions at University of New Hampshire this fall, Roz as member of public administration and political science faculty and Kamal as member of political science faculty and assistant director of the UNH Survey Research Center.

Joseph Galaskiewicz has received a Fulbright Lecturing and Research Grant from the Council for International Exchange of Scholars. He will have a visiting appointment at the University of Tsukuba, Tokyo, Japan, in the Spring, 2007.

Kun Huang recently completed his Ph.D. in the School of Public Administration and Policy at the University of Arizona. He has accepted a position as Assistant Professor in the Department of Government at New Mexico State University.

Natasha Iskander will be an Assistant Professor at the Robert F. Wagner Graduate School of Public Service at New York University beginning fall, 2006. She received a Ph.D. in Management from the Massachusetts Institute of Technology in February and will be a post-doctoral fellow at NYU's International Center for Advanced Studies through June, 2006. Her research interests include labor migration and its relationship to economic development; labor mobilization and its relationship to workforce development; and processes of institutional innovation and organizational learning. Recent work includes a study comparing the processes by which the Mexican and Moroccan governments elaborated policies to build a link between labor emigration and local economic development, and a study on undocumented immigrant labor protests in France during the late 1990s.

The 10th International Research Symposium in Public Management was held in Glasgow in April. In addition to the key note speech from Christopher Hood, the program featured papers by PMRA members Larry O'Toole, Ken Meier, Erik-Hans Klijn and George Boyne. The conference also saw the founding of the International Research Society for Public Management, under the founding leadership of Stephen P. Osborne. Committed to inter-disciplinary and collaborative work, IRSPM is dedicated to developing alliances with the other key associations in this area - including the PMRA and EGPA.

**Jung Wook Lee**, a recent doctoral graduate of the University of Georgia, has joined the faculty of the Department of Public Administration at the University of Illinois at Springfield. His research focuses on organizational performance and the political context of public management.

CQ Press is giving all PMRA members a 20-percent discount off the price of **Rosemary O'Leary's** new book, *The Ethics of Dissent: Managing Guerrilla Government*. For a review of the book, see George Frederickson's column in *PA Times* titled "Administrative Discretion and Guerrilla Government" (February 2006, p. 11). The discount code that will give 20-percent off Rosemary's book is C6DEOD (that's a letter O, not a zero). PMRA members can order through the CQ Press web site at <http://www.cqpress.com/product/ethics.html> or through their customer service number 1-866-4CQ-PRESS (427-7737).

In September 2006 Stephen P. Osborne is to leave his post as Professor of Public Management to take up a newly created one of Professor of International Public Management in the School of Management at the University of Edinburgh. In addition to developing the teaching and research portfolio, he will have special responsibility for developing international partnerships and networks.

**Kenneth J. Meier** has just been promoted to Distinguished Professor of Political Science at Texas A&M University.

Much of what we found in these statistical analyses and the follow-up case studies is really traditional public administration, things that we have been teaching for decades. Chester Barnard (1938) advised us to set clear goals and seek to get employees to share your vision of the organization. Successful organizations rely on the commitment and values of the members not just incentives.

The practical findings on education policy have gone hand in hand with a scholarly research agenda seeking knowledge about organizations. That research agenda is based on quantitative analysis with large data sets, seeks to train PhDs who will teach in schools of public affairs, and seeks to build better theories about public organizations and how they can be managed.

I'd like to chat about some of that research. The research is based on primarily, although not exclusively, on Texas school districts. All findings discussed here are from large production functions that control for composition of student body, resources, constraints, etc. They also control for how well the organization did last year, that is, an organization gets no credit unless it did better than last year. These findings have all undergone the traditional peer review process and have been published in a variety of professional journals. Owing to the stakes involved in making policy prescriptions, only work that has passed the rigors of the peer review process should be used as a guide to change policy or implementation.

## **The Importance of Management**

Networking is an essential function of school superintendents (Meier and O'Toole 2001; 2003). By interacting with other superintendents, local business leaders, parental groups, state legislators and others, superintendents do two things. They pick up of valuable information in regard to practices of other successful organizations, and they build support for the organization in its environment. In the latter case superintendents essentially handle the political flack and keep it from detrimentally affecting the schools. In short, effective networking allows teachers to concentrate on teaching.

Networking behavior of the superintendent is associated with as much as a 4-5% improvement in the standardized tests used to evaluate Texas schools. This estimate has remained consistent over a data set that now ranges from 1995 to 2005. The impact of networking, while it has some distributional consequences (see O'Toole and Meier 2004), also contributes to a wide variety of other performance indicators.

Superintendents also improve the performance of schools by making good decisions. Let me provide four illustrations. Some school superintendents vertically integrate their curriculum to create higher student aspirations and effective instruction. In such schools, third grade students calculating the area of a triangle are told that this will eventually become geometry and will be part of the calculus class that the student will take in high school. Some superintendents overcome the resource limits on gifted programs by using the Advanced Placement program as an honors program that is open to all students. By getting college credits for students while still in high school, many students and parents are convinced that college is a viable option for them. Other superintendents focus their discretionary resources, particularly those

from compensatory education, in the first three grades; in one case with an effective 10 to 1 student-teacher ratio in grades K-3. The philosophy is that problems can be fixed early while they are still small. Another major urban district keys on attendance. Any student absent receives a house visit from a staff member the day of the absence to verify the absence and get parental involvement if truancy is involved. Once per semester truant officers collaborate with local law enforcement officers and stop all children of school age who are not in school to check why not. These contacts again get linked back to parents.

We measure the quality of decisions of managers or the quality of the manager with an unusual measure (Meier and O'Toole 2002). We examine management salaries and use all the factors that should predict salary (district size, budgets, human capital, past district performance, etc.). The residual, we contend, contains a judgement by school boards in regard to the quality of superintendent. Because the market for superintendents has many characteristics of a competitive labor market, we have substantial confidence that it taps, in part, quality. This quality measure is consistently related to a wide variety of organizational performance measures from attendance, to test scores, to indicators of college aspirations. The measure can add as much as 4-5% to total organizational performance and does so consistently over time.

Superintendents also improve the quality of schools through the normal processes of human resources management. Productive organizations require stable, motivated, and talented workers; and schools are no exception to this rule. The human resources management skills of the superintendent show up in the turnover statistics of the organization. Conventional wisdom holds that it takes three to five years on the job to learn to be an effective teacher. High turnover rates not only rob of the organization of needed personnel skills and knowledge about the operating systems of the organization, but they also impose large transactions costs as administrators must shift their time to recruitment of new personnel rather than other pressing organizational needs. Teacher stability (or in effect 1 minus the turnover proportion), our measure of effective human resources management, is positively associated with a wide range of education performance measures and contributes as much as 5-6% of the organizations overall performance (O'Toole and Meier 2003).

Stable leadership provides numerous benefits to the organization. Some have been noted above; stable leadership generates stable curricula and the ability to invest long term in improving the organization. Stable leadership also contributes to the expertise of the organization because an experienced manager is more likely to know the strengths and weaknesses in the organization and how one might take advantage of the former and avoid the latter. Our measure of stable leadership is how long the superintendent has been in the organization in any capacity, thus it taps familiarity with the organization as well as experience in the top role. While our analysis shows that long-term poor leadership can have detrimental effects, in general stability in the top role in the organization is positively associated with measures of performance on standardized tests. The impacts of stability, both managerial and teacher, show up in stronger terms for disadvantaged students (O'Toole and Meier 2003). For example, the impact of managerial stability on test scores is three

Gerald J. Miller of Rutgers University - Newark has been awarded a Fulbright Fellowship as Visiting Research Chair in Public Policy, Governance and Public Administration at the University of Ottawa, Canada, January - August 2007.

Beryl A. Radin has recently published a new book in the Public Management and Change series from Georgetown University Press titled *Challenging the Performance Movement: Accountability, Complexity, and Democratic Values*. Radin is a Scholar in Residence in the School of Public Affairs at American University. She was the recipient of the 2002 Donald Stone Outstanding Academic Award from the Section on Intergovernmental Administration and Management of the American Society for Public Administration. Radin served as the president of the Association for Public Policy Analysis and Management from 1995-96 and has been active in many professional organizations. She is also a fellow of the National Academy of Public Administration.

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times as high for low income students (those on reduced or free school lunch) as it is for all students. Stability appears to be a major advantage in influencing the life's chances of students who themselves do not have particularly stable lives. Organizations in this manner substitute for other institutions in the student's environment. Despite all the criticism of bureaucracies as slow to change, sometimes stability has great value in dealing with public problems.

### **The Importance of Representative Bureaucracy**

The first theme of this lecture, then, is that management matters and it matters in many of the ways that public administration scholars have long advocated. The second major thrust of our research agenda has been in the area of representative bureaucracy, the relationship between the diversity of organization members and the benefits to individual clientele.

The basic idea of representative bureaucracy is relatively simple. A bureaucracy that looks like the population is likely to make decisions that generally benefit that population. Representative bureaucracy appears to be a research topic that I have been drawn to multiple times over a 30 year period. My work has examined all federal agencies, the Equal Employment Opportunity Commission, and police departments, but the overwhelming majority of the work has been on schools and school districts.

Why might a black teacher benefit a black student or Latino teacher a Latino student? What in the language of Lynn, Heinrich and Hill (2001) is the "causal linkage." There are four distinct ways that a coethnic teacher might influence the performance of students (Meier et al. 2001). First, a literature in education holds that learning styles vary across students of different races and that minority teachers are more likely to recognize these differences and teach accordingly. The empirical work in this area can best be characterized as mixed, and we might consider this as a hypothesis rather than a confirmed causal process. Still our qualitative work indicates that teachers, including minority teachers, frequently intervene in students' lives and encourage them to raise their aspirations or change their behavior.

Second, black (and Latino) teachers are less likely to make decisions that have major negative ramifications for black (and Latino) students and more likely to make decisions that have positive implications. In school districts with more black/Latino teachers, black/Latino students are less likely to be assigned to special education classes, less likely to be assigned to a non-academic track, less likely to be disproportionately disciplined (suspended, expelled, etc.), and more likely to gain access to gifted and challenging classes. The role that minority teachers play in gaining minority students access to what some term equal

educational opportunities, results in students better prepared to perform well (Meier and Stewart 1991; Meier, England and Stewart 1989).

Third, minority teachers might have a salutary effect on the behavior of their nonminority colleagues. Teaching is a helping profession, and one can perceive that teachers share information on how to teach disadvantaged children. In particular the problems of grouping, tracking, and discipline, because they are so institutionalized, might not be apparent as discriminatory to Anglo teachers who have no interaction with minority teachers. This impact might also extend to changes in expectations or changes in teaching styles. While such impacts are not representative bureaucracy per se, they do fit what Selden (1997) refers to as a representational role.

Minority teachers can also affect the performance of minority students by simply being role models. Students identify with role models and change their behavior. This is not really part of representative bureaucracy at all because the teacher does not act for (that is, represent) the student in anything more than a symbolic manner. It is the behavior of the student that changes not anything that the teacher does. An example of symbolic representation changing client behavior can be found in our study of sexual assault and police forces. That study found that in cities with more women on the police force (as sworn officers), the reporting of sexual assaults increased significantly. Given the large percentage of sexual assaults that are not reported, the likely process is that women observe the gender composition of police forces, and when an assault occurs are more likely to report it because they feel that their case will be more likely to be treated seriously. This process can also explain why the same cities then generate higher arrest rates for sexual assaults (because the victims are more prompt in reporting, preserve important evidence, and testify in court; Meier and Nicholson-Crotty forthcoming).

Our research on representative bureaucracy uses the same elaborate production function controls including the lagged dependent variable as the management analysis. In addition, it controls for the performance of Anglo students so that for Latino teachers to influence Latino students (or black teachers to influence black students) they must improve performance over and above that for Anglo students and for the Latino students performance last year.

For Latino students, one can see a full set of results in the March/April 2006 *Public Administration Review* (Meier and O'Toole 2006). On the base standardized tests, a one standard deviation increase in the percentage of Latino teachers is associated with a reduction of one-sixth in the gap between Latino and Anglo test scores. This is a substantial impact. For African

American students, the size of the coefficient is much larger, but the gap between Anglo and black test scores is also much larger. The relative size of the impact is approximately the same (Meier et al., forthcoming).

The 2006 *PAR* article shows the influence of Latino teachers is not limited to just the core standardized tests (the TAAS or the TAKS), but can be found in numerous other indicators of Latino student performance. Latino teachers are also associated with higher attendance rates for Latino students, greater access to advanced classes, greater access to Advanced Placement classes, an increased likelihood of taking the college boards, higher SAT scores, higher ACT scores, and more Latino students who score at the very top of the college board test ranges. Preliminary analysis for African-American students shows similar results.

The second theme of this lecture then is that bureaucratic representation matters. Latino students do better in schools and school districts with more Latino teachers, and African-American students do better in schools and school districts with more African-American teachers. Although we also have some evidence that minority teachers also benefit Anglo students (see Meier et al. 2001), those findings have not been investigated with the same degree of thoroughness as the impacts on minority students.

## Conclusion

When I look back over the findings of my research, I am struck by how much of what I am saying is traditional public administration. The management findings are things we teach our students on a daily basis and have been part of our core knowledge for several decades. Representation is also central to public administration. Academics since Norton Long (1952) have recognized the important representation role played by bureaucracy, and practitioners have been designing bureaucracies to actively represent since at least the creation of the U.S. Department of Agriculture.

There are two paths to education reform into the United States. We can continue to seek magic bullets, the perfect curriculum or the perfect set of incentives. I do not think that is going to work. Where this approach does work, it works in small groups and cannot be taken to the scale necessary to solve our educational problems.

Alternatively, we can integrate public administration into the education policy process. If we improve the quality of management in public education, we will improve the quality of our schools. If we improve the representativeness of our educational systems, particularly at the street level, we will achieve significant gains among disadvantaged students.

I suspect that there are other areas where public administration can contribute to both excellence and equity in our

**Norma Ricucci** was awarded the 2006 Charles H. Levine Award for excellence in teaching, research, and service to the community from the American Society for Public Administration (ASPA). The award was presented at the national ASPA meeting in Denver, Colorado in April.

**Jeffrey Brudney**, currently of the University of Georgia, is to become the Albert A. Levin chair in Urban Studies and Public Service at the Levin College of Urban Affairs, Cleveland State University. He begins January, 2007.

**Jeffrey D. Straussman** has been appointed Dean of the Rockefeller College of Public Affairs and Policy, University at Albany effective July 1, 2006.

**David Swindell** stepped down as MPA director at UNC-Charlotte to assume the directorship of the Public Policy Ph.D. program. Dr. Swindell is an associate professor and received his Ph.D. in Public Policy from Indiana University.

**James Douglas** is joining UNC-Charlotte as MPA Director and Associate Chair of the Department of Political Science. Douglas comes to UNC-Charlotte from the public administration program at the University of South Carolina. He received his Ph.D. from the University of Georgia and his current research interests focus on state budgeting practices, with a particular interest in judicial budgeting.

**Richard M. Walker**, University of Hong Kong and Cardiff University; **George A. Boyne**, Cardiff University; **Kenneth J Meier**, Texas A&M and Cardiff University; and **Laurence J. O'Toole Jr.**, University of Georgia, have been awarded a £750,000 grant by the UK Economic and Social Research Council on a project titled "How Public Management Matters: Strategy, Networking and Local Service Performance." The project runs from 2006 - 2010.

**Charles Wise's** Parliamentary Development Project for Ukraine (PDP) recently received a \$500,000 cooperative agreement from the U.S. Agency for International Development. The funding will help facilitate legislative reform in Ukraine over the country's next two parliamentary sessions and supplements a five-year, \$4.98 million agreement issued to the PDP in 2003. Dr. Wise also authored "Organizing Homeland Security After Katrina: Is Adaptive Management What's Missing?", which appears in *Public Administration Review* 66(3) May/June 2006, pp. 1-16.

Deil S. Wright, Alumni Distinguished Professor of Political Science and Public Administration, was keynote speaker at a recent conference on the Future of Metropolitan Governance in Seoul, Korea. The conference was sponsored by the Seoul Development Institute and the Korean Association of Local Government Studies. The title of his talk was, "Reconceptualizing Central-Local (Intergovernmental Relations): Patterns, Problems, and Prospects." While in Seoul, Wright also gave lectures at Ewha University and Sangmyung University on the topic: "Women Executives and Gender Representation in American State Governments." Wright has traveled to Korea regularly over the past 30 years and has collaborated with former students, particularly Dr. Cho Chung-Lae (Ewha University), Dr. Choi Yoo-Sung (Korean Institute of Public Administration), and Dr. Yoo Jae-Won (Hangyang University), in the study of central-local relations and devolution in the Republic of Korea.

### **Call for Nominations: The 2007 Herbert A. Simon Award**

The selection committee for the 2007 Herbert A. Simon Award for Career Achievement in the Scientific Study of Bureaucracy is now accepting nominations. This award is presented to one scholar each year by the Midwest Political Science Association. Previous honorees include Ken Meier, Texas A&M University; Patricia Ingraham, Syracuse University; Terry Moe, Stanford University; Jon Bendor, Stanford University; Tom Hammond, Michigan State University; Bryan Jones, University of Washington; Gary Miller, Washington University – St. Louis; and Bert Rockman, Purdue University.

The Simon Award committee members are Dan Carpenter, Harvard University; Steve Balla, George Washington University; and George Krause, University of Pittsburgh as committee chair. Please submit your nominations to George Krause at [gkrause@pitt.edu](mailto:gkrause@pitt.edu) by September 15, 2006.

educational system. I have long been convinced that our school districts are simply too large to be governed. While I know many men and women who can effectively manage a school district of 10,000 students, I am not sure that there are many individuals with the talents necessary to manage a school district of 200,000 or even 100,000. The problems of large districts may be insurmountable at the current level of scale and the current level of available resources. The Houston Independent School District, for example, starts its school year with about 176,000 students, and its enrollment peaks in November at approximately 210,000 students. Think about the difficulties of educating 34,000 students who do not show up until after the school year is well underway. I think public administration can also make a contribution by educating politicians as well as bureaucrats. The irony of well-trained bureaucrats working for amateur politicians is self evident. What is not so evident is that both the political role and the bureaucrat role are vital to effective governance. Our own work shows that when political institutions fail to perform their role, that the influence of the bureaucracy becomes larger and more important (Meier and O'Toole 2004). But even though bureaucracies can and do perform political functions, such actions can only partially compensate for the ineptness of political institutions. Political institutions also need reformed for effective governance.

Compared to the magic bullet approach, my prescription for educational reform is not easy, it's not fast, and it's not sexy. It won't mobilize voters or bring in large campaign contributions. It is, however, effective.

Thank you very much for listening.

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Steven Van de Walle has left the Public Management Institute, K. U. Leuven (Belgium) to take up a lecturer position in public management at the Institute of Local Government Studies, School of Public Policy, University of Birmingham (UK)

Patrick Wolf will be leaving Georgetown University on July 1, 2006 to become Professor of Education Reform and Endowed Chair in School Choice at the University of Arkansas main campus in Fayetteville.

**Carolyn J. Heinrich** was promoted to Professor (from Associate Professor) as of May 1, 2006 at the University of Wisconsin-Madison.

*JPART* manuscript submissions in 2006 are on track to surpass last year's record-breaking number.

## Lawrence E. Lynn, Jr. Receives ASPA's 2006 Dwight Waldo Award for his Career Contributions to PA Scholarship

The American Society for Public Administration's annual Dwight Waldo Award is presented to individuals who have made outstanding contributions to the professional literature of public administration over an extended career. This year's honoree, Lawrence E. Lynn, Jr., is the George H. W. Bush Chair and Professor of Public Affairs at the George Bush School of Government and Public Service, Texas A&M University, and the Sydney Stein, Jr., Professor of Public Management Emeritus in the Irving B. Harris Graduate School of Public Policy Studies and the School of Social Service Administration (SSA) at the University of Chicago. Lynn's distinguished career also includes service as a professor of public policy and chairman of the Public Policy Program at Harvard University's John



Lawrence E. Lynn, Jr. accepts the Dwight Waldo Award at the 2006 ASPA conference in Denver.

F. Kennedy School of Government, faculty member of the Graduate School of Business at Stanford University, senior fellow at the Brookings Institution, and as an academic visitor at the London School of Economics and Political Science. Outside of academia, Lynn has held senior positions with the federal government; consulted with agencies at all levels of government and as served on the boards of numerous organizations.

Lynn's books include, *The State and Human Services; Designing Public Policy; Managing the Public's Business; Managing Public Policy; Public Management as Art, Science, and Profession*; and *Teaching and Learning With Cases: A Guide Book*. He also co-authored *The President as Policy Maker* and *Improving Governance: A New Logic for Research*. Lynn's edited works include *Knowledge and Policy: The Uncertain Connection*, *Urban Change and Poverty*, and *Inner-City Poverty in the United States* and of *Governance and Performance: New Perspectives*. He has published extensively on governance and public management, public policy analysis and planning, and social welfare policy and administration.

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### *JPART* to Provide Articles to Nearly 5,000 Libraries in Developing Countries.

*Global Development & Environment Institute solicits materials for CD-ROM Social Science Library.*

The *Journal of Public Administration Research and Theory* has been invited to contribute articles to a new project aimed at providing materials to teachers, researchers and students in the developing world. The CD-ROM-based Social Science Library is being developed through the Global Development and Environment Institute at Tufts University and will contain approximately 4,000 academic works in anthropology, economics, history, philosophy, social psychology, sociology and political science, with a focus on sustainable development and human well-being. The library disc will be distributed free to nearly 5,000 university libraries in countries whose Gross National Income per capita is \$3,000 or less, based on World Bank figures. Countries benefiting are located in Sub-Saharan Africa, the

Former Soviet Union, Latin America, the Caribbean, the Middle East, and Asia.

Most libraries in the developing world are deficient in social science materials of all kinds—an even greater deficiency than their lack of natural science materials. Since Internet access is limited in many, if not most, of these countries, CD technology is seen to be the most efficient method of distribution. *JPART's* contribution to the project includes:

O'Toole, L. J., Jr., (1994). Economic Transition, Constitutional Choice, and Public Administration: Implementing Privatization in Hungary. 4(4): 494-520.

Rohr, J. A. (1996). An address. 6(4): 547-558.

Ghere, R. K. (1996). Aligning the ethics of public-private partnership: the issue of local economic development. 6(4): 599-622.

O'Toole, L. J., Jr., (1997). The implications for democracy in a networked bureaucratic world. 7(3): 443-460.

Waterman, R. W., Rouse, A. & Wright, R. (1998). The venues of influence: a new theory of political control of the bureaucracy. 8(1): 13-39.

Peters, G. B. & Pierre, J. (1998). Governance without government? Rethinking public administration. (8)2: 223-243.

Keiser, L. R. (1999). State bureaucratic discretion and the administration of social welfare programs: the case of social security disability. 9(1): 87-88.

Gill, J. and Meier, K. J., (2000) Public administration research and practice: a methodological manifesto. 10(1): 157-199.

Kettl, D. F., (2000). Public administration at the millennium: the state of the field. 10(1): 7-34.

Development of the Social Science Library is a contribution to the UN Decade for Education for Sustainable Development. The project's principal investigator is Dr. Neva Goodwin, Co-director of the Global Development and Environment Institute (GDAE) at Tufts University. For more information, visit <http://ase.tufts.edu/gdae>.

## *JPART* Now Number One

One of the primary measures of an academic journal's status is the determination of its "citation impact factor." The acknowledged leader in the determination of academic journal status is ISI Thompson Scientific (ISI), the company which owns and operates the Social Science Citation Index (SSCI). For 2003, ISI ranked *JPART* 14<sup>th</sup> among public administration journals (26 journals are indexed in the SSCI public administration and policy category) for its citation impact factor. A citation impact factor is a measure of the number of annual citations in all ISI indexed journals

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in public administration and policy that cite articles in a particular journal, adjusted by the number articles published in that journal. The citation impact factor is, then, an objective measure of the extent to which a journal is held to be an authoritative source in a particular field.

In 2004, the *JPART* citation impact factor jumped from 14<sup>th</sup> to 7<sup>th</sup>. The 2005, citation impact factors in public administration have just been released and *JPART* is now number one!

Measured by citation impact factor, the top ten journals in public administration in 2004 were:

Journal Title	Total Cites	Impact Factor
Governance	241	1.256
Journal of Policy Analysis and Management	542	1.240
Public Administration	529	1.139
Philosophy and Public Affairs	613	1.133
Journal of European Public Policy	482	0.892
Journal of Social Policy	280	0.887
JPART	298	0.872
Public Administration Review	1,137	0.861
Policy and Politics	275	0.781
Climate Policy	80	0.776

Measured by citation impact factor, the top 20 journals in public administration in 2005 were:

Journal Title	Total Cites	Impact Factor
JPART	416	1.451
Governance	294	1.349
Philosophy and Public Affairs	616	1.241
Climate Policy	164	1.176
Public Administration Review	1197	1.099
Journal of Social Policy	335	1.037
Public Administration	580	0.924
Journal of Policy Analysis and Management	596	0.855
Policy and Politics	246	0.820
Public Money Management	237	0.719
Administration and Society	238	0.700
Journal of European Public Policy	532	0.676
American Review of Public Administration	120	0.615
Policy Studies Journal	252	0.588
Policy Science	275	0.529
Public Administration and Development	155	0.528
Contemporary Economic Policy	236	0.524
Environment and Planning C-Government and Policy	280	0.462
Australian Journal of Public Administration	187	0.338
Canadian Public Policy	136	0.295

## Chun and Rainey's "Goal Ambiguity in U. S. Federal Agencies" wins Beryl Radin Award for best *JPART* article of 2005

In its official statement, the award committee said, "The Beryl Radin Best Paper Committee has finished its work, and did so in a collaborative fashion. There was a wealth of outstanding work published in the 2005 *JPART*, vol. 15. The writing was impressive and somewhat daunting to assess one piece as the best.

While we did not start out in full agreement, we converged fairly quickly. Our selection for this honor is the article by Young Han Chun and Hal Rainey entitled 'Goal Ambiguity in US Federal Agencies,' from Vol. 15 (1) January, pp. 1-31.

The Chun and Rainey article does a good job of engaging an ambitious theory and focuses on an important issue of public organizations. It is well executed and written, and thoughtful. The article builds upon Rainey's prior work, and takes the whole argument forward about the different ways in which multiple goals for public organizations can matter.

The research shows how we might explore this link with performance in much more specific ways than has been attempted previously.

The article explores how characteristics of public organizations impact agency goal ambiguity through empirical tests, and compares the authors' findings to previous work to demonstrate that some previous findings were supported and others (especially concerning public/private organizations' differences) were refuted. The careful delineation of types of goal ambiguity, and the development of archival measures (going beyond managers' attitudes) are important achievements to build theory and promote further theoretical work."

Our thanks go to this year's committee, which consisted of Perri G, Charlie Wise, and Fran Berry (chair) and congratulations to Hal and Young Han!

## MANAGEMENT MATTERS

the public management research association newsletter

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