INFORMATION MANAGEMENT IN PUBLIC SECTOR ORGANIZATIONS

Effective government requires good communication within various units, among them, and with private sector organizations and the public. How does it work?

In this seminar, we will explore how various governmental units juggle the competing demands of sound management and playing politics when they devise communication strategies. We will discuss the changes brought about by new communications technologies and ponder what changes in laws and public policies are needed to assure efficient and effective governmental communication in the U.S. in the 21st century.

Key issues include problems of information-gathering, decision-making, secrecy and transparency, mass media management and public information campaigns, and transactions between citizens and government in multi-cultural societies. Information management in public sector organizations differs substantially from its counterparts in the private sector. Among many reasons are the primacy of politics, the demand for transparency and accountability, and the need to compete for government funding.

Please buy the following books, identified in the list of reading assignments as Curtin, Graber, Jones, Odugbemi and Rice.

1. Gregory G. Curtin, Michael H. Sommer, and Veronika Vis-Sommer, *The World of E - Government.* Binghamton, NY: The Haworth Press, 2004.
2. Doris A. Graber, *The Power of Communication: Managing Information in Public Organizations.* Washington, D.C.: CQ Press, 2003.
3. Jones, Bryan D. and Frank R. Baumgartner, *The Politics of Attention: How Government Prioritizes Problems:* Chicago: University of Chicago Press, 2005.
4. Sina Odugbemi and Thomas Jacobson, eds. *Government Reform Under Real-World Conditions: Citizens, Stakeholders and Voice.* Washington, D.C.: The World Bank, 2008.
5. Ronald Rice and Charles K. Atkins, Public Communication Campaigns. 3rd ed. Thousand Oaks, CA: Sage Publications, 2001.

If you want to explore topics in greater depth, consult the bibliographies in your texts and the eclectic brief bibliography in this syllabus.

Examinations and Papers

Your understanding of the basic concepts and problems of information management in the public sector will be tested through two take-home examinations. The first exam, due on March 3rd will cover Topics 1-8. The second, due on April 28th, will cover Topics 9-15. Each exam will count for 25 percent of your final grade. The remaining half of your grade will be based on the quality of a series of brief weekly reading analysis reports and participation in class discussions (worth 25 percent of your grade) and a short (3000-4000 words) term paper due on April 7th. It will count for 30 percent of your grade. Options for the paper will be discussed in class. There will be no comprehensive final examination.

Instructor's office : 1110 BSB; Phone: 996-3108. **E-mail: dgraber@uic.edu.** Office hours before class and by appointment. Course call numbers: 28445, 28446, 28447

TENTATIVE TIME TABLE

1-13   1. <u>INTRODUCTION</u>: The scope and perspectives of the course; the unique
problems of information management in the public sector.
<u>Read:</u> Graber xi-24; Rice 3-20; Curtin 1-16; Odugbemi 1-12.

1-20   2. <u>THEORIES and REALITIES</u>: Organizational communication ideals
and theories and how they square with the messy worlds of reality.
<u>Read:</u> Rice 69-104; Odugbemi 39-64.

1-27   3. <u>ORGANIZATIONAL INTELLIGENCE</u>: Collecting essential information;
secrecy and transparency; communication successes and failures.
<u>Read:</u> Graber 25-63; Jones 1-27, 89-114; Odugbemi 315-330.

2-03   4. <u>DECISION-MAKING MODELS</u>: Models and examples of information flows in
governmental decision-making during normal and crisis situations.
<u>Read:</u> Graber 157-192; Jones, 29-85.

2-10   5. <u>DECISION-MAKING REALITIES</u>: Coping with decision-making problems;
case studies of typical major policy decisions.
<u>Read:</u> Jones, 205-289.

2-17   6. <u>ANALYZING DATA</u>: Data collection and analysis techniques; measuring dynamic
processes; program evaluations.
<u>Read:</u> Rice 105-192; Jones, 115-201.

2-24   7. <u>NETWORKS and COALITIONS</u>: The impact of network patterns on
communication flows and the distribution of influence.
<u>Read:</u> Graber 93-123; Odugbemi 95-111, 163-179, 233-247, 287-301, 355-389.

3-03   8. <u>STRUCTURE/FUNCTION INTERFACE</u>: Structuring information channels;
consequences of hierarchy, centralization and specialization patterns.
<u>Read:</u> Graber 64-92; Curtin, 129-181; Odugbemi 397-411, 419-429.

FIRST TAKE-HOME EXAM DUE MARCH 3rd.

3-10   9. <u>BUILDING NEW ORGANIZATIONS</u>. Using communication resources to
build support and overcome opposition; how it's done in the real world.
<u>Read:</u> Odugbemi 113-160, 181-218, 333-353, 431-448.

3-17   10. <u>INFORMATION CAMPAIGNS</u>: Theories of persuasion; ethics and
performance issues in public information campaigns.
<u>Read:</u> Rice 22-68, 193-213, 249-268, 389-402; Odugbemi 265-270, 413-418.

3-31   11. <u>CULTURES and MULTI-CULTURALISM</u>: The challenges posed by multi-
culturalism at home and abroad; case studies.
<u>Read:</u> Graber 124-156; Curtin 213-233, 255-277. Odugbemi 65-92.

4-07 **12. E-GOVERNMENT IMPACT**: The impact of technological changes; E-
Government styles and patterns.
Read: Curtin 19-126, 235-254.

TERM PAPER DUE April 7th.

4-14 **13. PUBLIC RELATIONS**: Public information and public relations activities;
mass media management; media impact on public policy.
Read: Graber 226-260; Rice 214-248; Curtin 185-211; Odugbemi 251-263.

4-21 **14. CITIZEN ROLES**: Citizen access to government officials; the influence of public
opinion; communicating with public agency clients.
Read: Graber 193-225; Rice 269-356.

4-28 **15. GLIMPSING the FUTURE**: What will change and how much?
Read: Graber 261-278; Rice 357-387; Odugbemi 479-501.

SECOND TAKE-HOME EXAM DUE April 28th.

TO BROWSE AND ENJOY

Allison, Graham and Philip Zelikow, Essence of Decision: Explaining the Cuban Missile Crisis. New York: Longman, 1999.

Arnold, R. Douglas. Congress, the Press, and Political Accountability. Princeton, NJ, Princeton University Press, 2004.

Coen, David and Mark Thatcher. "Network Governance and Multi-level Delegation: European Networks of Regulatory Agencies," Journal of Public Policy v. 28, part 1 (January/April 2008) p. 49-71.

Crompton, John L. and Charles W. Lamb, Jr., Marketing Government and Social Services, New York: John Wiley, 1986.

Daniels, Ronald J., Donald F. Kettl and Howard Kunreuther. On Risk and Disaster: Lessons from Hurricane Katrina. Philadelphia, U. of Pennsylvania Press, 2006.

Deutsch, Karl W. The Nerves of Government: Models of Political Communication and Control. New York: Free Press, 1966.

Diermeier, Daniel, Roderick I. Swaab, Victoria Husted Medvec, and Mary C. Kern. "The Micro-Dynamics of Coalition Formation," Political Research Quarterly v. 61 no. 3 (September 2008) p. 484-501

Doig, Jameson W. and Erwin C. Hargrove, Leadership and Innovation. Baltimore: Johns Hopkins University Press, 1990.

Downs, Anthony. Inside Bureaucracy, Boston: Little, Brown, 1967.

Drake, William J. and Ernest J. Wilson, III, eds. Governing Global Electronic Networks : International Perspectives on Policy and Power. Cambridge, Mass. : MIT Press, 2009.

Edelman, Murray. Constructing the Political Spectacle, Chicago: University of Chicago Press, 1988.

Eisenberg, Eric M. Strategic Ambiguities:Essays on Communication, Organization, and Identity. Thousand Oaks, Sage, 2007.

Esterling, Kevin M. <u>The Political Economy of Expertise: Information and Efficiency in American National Politics.</u> Ann Arbor. U. of Michigan Press, 2004.

Feldman, Martha S. <u>Order without Design: Information Production and Policy Making</u>, Stanford, Calif.: Stanford University Press, 1989.

Garnett, James L. and Alexander Kouzmin, eds. <u>Handbook of Administrative Communication</u>, New York: Marcel Dekker, 1997.

George, Alexander L. <u>Presidential Decisionmaking in Foreign Policy: The Effective Use of Information and Advice.</u> Boulder, CO: Westview, 1980.

Goldhaber, Gerald M. <u>Organizational Communication</u>, 6th ed. ,Dubuque, Iowa: Wm. C. Brown, 1993.

Goodsell, Charles T. <u>The Case for Bureaucracy: A Public Administration Polemic</u>,Washington, D.C.: CQ Press, 2004.

Gore, Al. <u>From Red Tape to Results: Creating a Government that Works Better and Costs Less</u>. Washington, D.C.: Government Printing Office, 1993.

Gormley, William T. <u>Bureaucracy and Democracy: Accountability and Performance.</u> Washington, D.C.: CQ Press, 2004.

Hacker, Kenneth L. <u>Presidential Candidate Images.</u> Lanham, MD: Rowman & Littlefield, 2004.

Hird, John A. <u>Power, Knowledge, and Politics.</u> Washington, D.C. : Georgetown University Press, 2005.

Hofstede, Geert H. <u>Cultures and Organizations: Software of the Mind.</u> Berkshire, England: McGraw-Hill Book Company, 2005.

Howard, Philip N. <u>New Media Campaigns and the Managed Citizen.</u> New York:Cambridge University Press, 2005.

Huckfeldt, R. Robert, and John Sprague. <u>Citizens, Politics, and Social Communication.</u> New York: Cambridge University Press, 1995.

Huckfeldt, R. Robert, Paul E. Johnson and John Sprague. <u>Political Disagreement: The Survival of Diverse Opinions within Communications Networks.</u> New York: Cambridge University Press, 2004.

Jerit, Jennifer, Jason Barabas and Toby Bolsen, "Citizens, Knowledge, and the Information Environment," <u>American Journal of Political Science, 50:2:266-282, 2006</u>.

Kaufman, Herbert. <u>The Administrative Behavior of Federal Bureau Chiefs</u>, Washington, D.C.: The Brookings Institution, 1981.

Knoke, David ,1990,, <u>Political Networks: The Structural Perspective</u>. New York: Cambridge University Press.

Kono, Daniel Y. "Optimal Obfuscation: Democracy and Trade Policy Transparency," <u>American Political Science Review</u>, 100,3:369-384, 2006.

Krehbiel, Keith. <u>Information and Legislative Organization</u>, Ann Arbor: University of Michigan Press, 1991.

Lindblom, Charles E. and David K. Cohen, <u>Usable Knowledge: Social Science and Social Problem Solving.</u> New Haven: Yale University Press, 1979.

Linsky, Martin, <u>Impact: How the Press Affects Federal Policymaking</u> , New York: Norton, 1986.

Lipsky, Michael, <u>Street-Level Bureaucracy: Dilemmas of the Individual in Public Services.</u> New York: Russell Sage Foundation, 1980.

Martin Lanny W. and Georg Vanberg. "Coalition Government and Political Communication." *Political Research Quarterly* v. 61 no3 (September 2008) p. 502-16

May, Steve and Dennis K. Mumby, eds. <u>Engaging Organizational Communication Theory & Research: Multiple Perspectives.</u> Thousand Oaks CA, Sage, 2005.

McClurg, Scott D. "The Electoral Relevance of Political Talk: Examining Disagreement and Expertise Effects in Social Networks on Political Participation," <u>American Journal of Political Science,</u> 50:3:737-754, 2006<u>.</u>

Mossberger, Karen, Caroline J. Tolbert, and Mary Stansbury, <u>Virtual Inequality: Beyond the Digital Divide.</u> Washington, D.C.: Georgetown University Press, 2003.

Nohrstedt, Daniel, "The Politics of Crisis Policymaking: Chernobyl and Swedish Nuclear Energy Policy," Policy Studies Journal v. 36 no2 (May 2008) p. 257-78.

Parker, Glenn R. <u>Self-Policing in Politics: The Political Economy of Reputational Controls on Politicians</u>. Princeton, NJ: Princeton University Press, 2004.

Ponder, Daniel E. <u>Good Advice: Information and Policy Making in the White House,</u> College Station: Texas A&M University Press, 2000.

Putnam, Linda L. and Anne M. Nicotera, eds. <u>Building Theories of Organization : the Constitutive Role of Communication</u>. New York : Routledge, 2008.

Putnam, Linda L. and Kathleen J. Krone, eds. <u>Organizational Communication</u>. London ; Thousand Oaks, Calif. : SAGE, 2006.

Rethemeyer, R. Karl and Deneen M. Hatmaker. "Network Management Reconsidered: An Inquiry into Management of Network Structures in Public Sector Service Provision" *Journal of Public Administration Research and Theory* v. 18 no4 (October 2008) p. 617-46.

Rich, Andrew, <u>Think Tanks, Public Policy and the Politics of Expertise.</u> New York: Cambridge University Press, 2004.

Rottinghaus, Brandon. "'Dear Mr. President: Institutionalization and Politicization of Public Opinion Mail in the White House," <u>Political Science Quarterly</u>, 121:451-476, 2006.

Skvoretz, John. "Pas de Deux: Social Networks and Network Analysis," *Contemporary Sociology* v. 37 no5 (September 2008) p. 423-6 .

Taber, Charles S. and Milton Lodge. "Motivated Skepticism in the Evaluation of Political Beliefs," <u>American Journal of Political Science,</u> 50:3:755-769, 2006<u>.</u>

Tierney, Kathleen, Christine Beve, and Erica Kuligowski, "Metaphors Matter: Disaster Myths, Media Frames, and their Consequences in Hurricane Katrina," <u>Annals of the American Academy</u>, March 2006.

Thomas, John Clayton. <u>Public Participation in Public Decisions</u>. San Francisco, Jossey-Bass, 1995.

Yackee, Jason Webb and Susan Webb Yackee. "A Bias Towards Business? Assessing Interest Group Influence on the U.S. Bureaucracy," <u>Journal of Politics</u>, 68, 2006.

Weible, Christopher M.

Title: **Expert-Based Information and Policy Subsystems: A Review and Synthesis.**

Source: *Policy Studies Journal* v. 36 no4 (November 2008) p. 615-35 **Journal Code:** Policy Stud J

Wilson, Ernest J. <u>The Information Revolution and Developing Countries</u>. Cambridge, MA: MIT Press, 2004.

Zeemering, Eric S. "Governing Interlocal Cooperation: City Council Interests and the Implications for Public Management." *Public Administration Review (Washington, D.C.)* v. 68 no. 4 (July/August 2008) p. 731-41.

POLS/C0MM/PA 567 TOPICS IN POLITICAL COMMUNICATION

INFORMATION MANAGEMENT IN PUBLIC SECTOR ORGANIZATIONS

Spring, 2007   **Dr. Graber**

Information management in public sector organizations differs substantially from its counterparts in the private sector. The primacy of politics, the demand for openness and accountability, and the need to compete for government funding are among many reasons. How do public sector organizations juggle the competing demands of sound management and playing politics when they devise their communication strategies? Which social science theories provide guidance and how do they square with happenings in real life? What changes have been brought about by new communications technologies and what changes in laws and public policies are needed to assure efficient and effective governmental communication in the 21st century United States? These are some of the issues that we will explore in this seminar. Discussions will focus on problems of information-gathering and diffusion, decision-making in routine and crisis situations, secrecy and transparency, mass media management and public information campaigns, and transactions between citizens and government in multi-cultural societies.

The following books should be purchased for this course. They are identified in the list of reading assignments as Curtin, Graber, Jones, Rice and Whiteman.

6. Gregory G. Curtin, Michael H. Sommer, and Veronika Vis-Sommer, *The World of E - Government.* Binghamton, NY: The Haworth Press, 2004.
7. Doris A. Graber, *The Power of Communication: Managing Information in Public Organizations.* Washington, D.C.: CQ Press, 2003.
8. Jones, Bryan D. and Frank R. Baumgartner, *The Politics of Attention: How Government Prioritizes Problems:* Chicago: University of Chicago Press, 2005.
9. Ronald E. Rice and Charles K. Atkin, eds., *Public Communication Campaigns.* 3$_{rd}$ ed., Thousand Oaks, CA: Sage Publications, 2001.
10. David Whiteman, *Communication in Congress: Members, Staff, and the Search for Information,* Lawrence: University Press of Kansas, 1996.

If you want to explore topics in greater depth, consult the bibliographies in your texts and the eclectic brief bibliography in this syllabus.

Examinations and Papers

Your understanding of the basic concepts and problems of information management in the public sector will be tested through two take-home examinations. The first exam, due on March 8th, will cover Topics 1-8. The second, due on May 3rd, will cover Topics 9-15. Each exam will count for 25 percent of your final grade. The remaining half of your grade will be based on the quality of a series of brief weekly reading analysis reports and participation in class discussions (worth 20 percent of your grade) and a short (3000-4000 words) term paper due on April 12th. It will count for 30 percent of your grade. Options for the paper will be discussed in class. There will be no comprehensive final examination.

Instructor's office : 1110 BSB; Phone: 996-3108. **E-mail: dgraber@uic.edu.** Office hours before class and by appointment. Course call #'s: 24453, 24512, 24513

TENTATIVE TIME TABLE

Due Date

1-18 **1. Opening discussion. Aims of the course. Overview of the field of political communication. Models and their uses. The unique problems of information management in the public sector.**
Read: **Graber Preface + pp. 1-24; Rice, pp. 3-20; Curtin, pp. 1-16.**

1-25 **2. Multiple perspectives on organizational communication theories. The neat worlds of theory and idealism and the messy worlds of reality.**
Read: **Rice: pp. 69-104; 214-230; Jones, 1-27.**

2-01 **3. The nature and quality of organizational intelligence; collecting essential information; secrecy and transparency; communication failures.**
Read: **Graber, pp. 25-63; Jones, 89-114.**

2-08 **4. Models and examples of information flows in governmental decision-making; the characteristics of routine decisions; impediments and malfunctions during normal and crisis situations. Comparing individual and organizational behaviors.**
Read: **Graber, pp. 157-192; Jones, 29-85.**

2-15 **5. Coping with decision-making problems: theories and applications; case studies of major domestic policy decisions.**
Read: Jones, 205-289.

2-22 **6. Data collection and analysis techniques; measuring dynamic processes; program evaluations.**
Read: **Rice, pp. 105-192; Whiteman: pp. 155-183; Jones, 115-201.**

3-01 **7. The impact of network patterns on communication flows and the distribution of influence; individual network roles; problems in network configurations.**
Read: **Graber, pp. 93-123; Whiteman: pp. 39-73; 130-154; 191-206.**

3-08 **8. The interface of structure and function; information channels and flows; Consequences of of hierarchy, centralization and specialization patterns.**
Read: **Graber, pp. 64-92; Curtin, 129-181.**

FIRST EXAM DUE MARCH 8th.

3-15 **9. Communication in Congress; how staffers do their work; survival tactics.**
Read: Whiteman, Preface, pp. 1-38; 74-129; 184-189.

3-22 **10. Theories of persuasion; ethics issues in public information campaigns.**
Read: **Rice: pp. 22-68; 193-213; 249-268; 389-402.**

4-05 **11. Organizational cultures and languages; multi-culturalism at home and abroad.**
Read: **Graber, pp. 124-156; Curtin, 213-233; 255-277.**

4-12 **12. The impact of technological changes; E-Government styles and patterns.**
Read: **Curtin, pp. 19-126.**

TERM PAPER DUE DATE April 12th.

4-19 **13. Public information and public relations activities; mass media management; media impact on public policy formation, implementation and public support.**
Read: **Graber, pp. 226-260; Rice, pp. 231-248; Curtin, pp. 185-211; 235-254.**

4-26 **14. Communicating with public agency clients; citizen access to government officials; the influence of public opinion; the state of research on client communication.**
Read: **Graber, pp. 193-225; Rice, pp. 269-356.**

5-03 **15. The outlook for the future; what will change and how much?**
Read: **Graber, pp. 261-278; Rice, pp. 357-387.**

SECOND EXAM DUE May 3rd.

TO BROWSE AND ENJOY

Allison, Graham and Philip Zelikow, <u>Essence of Decision: Explaining the Cuban Missile Crisis.</u> New York: Longman, 1999.

Altheide, David L. and John M. Johnson, <u>Bureaucratic Propaganda</u>, Boston: Allyn and Bacon, 1980.

Arnold, R. Douglas. <u>Congress, the Press, and Political Accountability.</u> Princeton, NJ, Princeton University Press, 2004.

Crompton, John L. and Charles W. Lamb, Jr., <u>Marketing Government and Social Services</u>, New York: John Wiley, 1986.

Daniels, Ronald J., Donald F. Kettl and Howard Kunreuther. <u>On Risk and Disaster: Lessons from Hurricane Katrina</u>. Philadelphia, U. of Pennsylvania Press, 2006.

Deutsch, Karl W. <u>The Nerves of Government: Models of Political Communication and Control.</u> New York: Free Press, 1966.

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Edelman, Murray. <u>Constructing the Political Spectacle,</u> Chicago: University of Chicago Press, 1988.

Eisenberg, Eric M. and H.L. Goodall, Jr. <u>Organizational Communication: Balancing Creativity and Constraint</u>. New York: St. Martin's Press. 2001.

Eisenberg, Eric M. <u>Strategic Ambiguities:Essays on Communication, Organization, and Identity</u>. Thousand Oaks, Sage, 2007.

Esterling, Kevin M. <u>The Political Economy of Expertise: Information and Efficiency in American National Politics.</u> Ann Arbor. U. of Michigan Press, 2004.

Feldman, Martha S. <u>Order without Design: Information Production and Policy Making</u>, Stanford, Calif.: Stanford University Press, 1989.

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Gore, Al. <u>From Red Tape to Results: Creating a Government that Works Better and Costs Less</u>. Washington, D.C.: Government Printing Office, 1993.

Gormley, William T. <u>Bureaucracy and Democracy: Accountability and Performance.</u> Washington, D.C.: CQ Press, 2004.

Hacker, Kenneth L. <u>Presidential Candidate Images.</u> Lanham, MD: Rowman & Littlefield, 2004.

Hargie, Owen and Dennis Tourish, eds. <u>Handbook of Communication Audits for Organisations,</u> New York: Routledge, 1999.

Hird, John A. <u>Power, Knowledge, and Politics.</u> Washington, D.C. : Georgetown University Press, 2005.

Hofstede, Geert H. <u>Cultures and Organizations: Software of the Mind.</u> Berkshire, England: McGraw-Hill Book Company, 2005.

Howard, Philip N. <u>New Media Campaigns and the Managed Citizen.</u> New York:Cambridge University Press, 2005.

Huckfeldt, R. Robert, and John Sprague. <u>Citizens, Politics, and Social Communication.</u> New York: Cambridge University Press, 1995.

Huckfeldt, R. Robert, Paul E. Johnson and John Sprague. Political Disagreement: The Survival of Diverse Opinions within Communications Networks. New York: Cambridge University Press, 2004.

Jablin, Frederic M. and Linda L. Putnam, eds. Handbook of Organizational Communication, Newbury Park, CA: Sage, 1987.

Jerit, Jennifer, Jason Barabas and Toby Bolsen, "Citizens, Knowledge, and the Information Environment," American Journal of Political Science, 50:2:266-282, 2006.

Kaufman, Herbert. The Administrative Behavior of Federal Bureau Chiefs, Washington, D.C.: The Brookings Institution, 1981.

Knoke, David ,1990,, Political Networks: The Structural Perspective. New York: Cambridge University Press.

Kono, Daniel Y. "Optimal Obfuscation: Democracy and Trade Policy Transparency," American Political Science Review, 100,3:369-384, 2006.

Krehbiel, Keith. Information and Legislative Organization, Ann Arbor: University of Michigan Press, 1991.

Lindblom, Charles E. and David K. Cohen, Usable Knowledge: Social Science and Social Problem Solving. New Haven: Yale University Press, 1979.

Linsky, Martin, Impact: How the Press Affects Federal Policymaking , New York: Norton, 1986.

Lipsky, Michael, Street-Level Bureaucracy: Dilemmas of the Individual in Public Services. New York: Russell Sage Foundation, 1980.

Maltese, John Anthony. Spin Control: The White House Office of Communications and the Management of Presidential News. Chapel Hill: Univ. of North Carolina Press, 1994.

May, Steve and Dennis K. Mumby, eds. Engaging Organizational Communication Theory & Research: Multiple Perspectives. Thousand Oaks CA, Sage, 2005.

McClurg, Scott D. "The Electoral Relevance of Political Talk: Examining Disagreement and Expertise Effects in Social Networks on Political Participation," American Journal of Political Science, 50:3:737-754, 2006.

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Tierney, Kathleen, Christine Beve, and Erica Kuligowski, "Metaphors Matter: Disaster Myths, Media Frames, and their Consequences in Hurricakne Katrina," Annals of the American Academy, March 2006.

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