

Syllabus for PPA 240A-01 SEM 83890 Public Management - Fall 2009  
CSU, Sacramento -Professor Robert Waste  
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Office Hours: Tahoe Hall 3040 - Mon 4-5:15 PM & by appt.  
Seminar Location & Time: (Section 1) Monday 6-8:50 PM in Douglass Hall 207

**Course Description:**

The purpose of this course is to teach students about public organizations and the challenges facing contemporary public managers. We will concentrate primarily on organizational culture, leadership and managing for effectiveness and accountability in the public sector. There will be a specific focus on management in state and local government in California, and on how public managers in these sectors manage organizational change, solve problems and increase agency/team effectiveness. In examining these topics, we will return repeatedly to the topic of organizational culture ("org culture") and the assumptions about organizational behavior that are embedded in the literature on organizational theory from the classics to the present.

**Learning Objectives: Five Management Skill Modules**

My larger "formative" learning objectives for PPA 240A are described in the course description above. In addition, the course has several discrete learning objectives, including the expectation that students will master the following five skill modules:

1. Familiarity with the concept of "organization culture" and how crucial understanding org culture is to creating a healthy and well-functioning workplace. We will examine the role of org culture in contributing to and - in the future - preventing and correcting organizational disasters such as the Space Shuttle Challenge tragedy, the post 9-11 IT reforms at the FBI, and the Fannie Mae and Freddie Mac home mortgage credit collapse of 2008-2009.
2. Familiarity with problems in organizations "when generations collide," and strategies for solving the generational puzzle in the public sector workplace. In so doing, we will examine the generational puzzle aspects of organizational disasters such as the City of Sacramento Fire Department scandal, and the steps that can be taken to prevent such tragedies.
3. Familiarity with key scholars and theories in the organization theory literature as it applies to the public sector. Subjects to be examined include: the origin of the concept of bureaucracy; the origin of the field of public sector administration; the life cycle of public agencies; differences between vertical and horizontal communication; early leadership and management theories; and contemporary theories of org behavior and human relations in public agencies; and

4. Familiarity with active listening and HR intervention strategies, with particular emphasis on affirmative action, sexual harassment, disciplining and responding to employees exhibiting alcohol/drug impairment problems, and hiring and firing.
5. Familiarity with graduate level literature review skills, including: data mining for articles, report and experts on a given policy topic; and the construction of traditional literature review tables on definitions, researcher venues, research methodologies, and research findings.

### **GRADES: Grades are based on the following assignments**

- (1) ATTENDANCE: Class attendance and participation in class discussions and team exercises** 10%
- (2) WEEKLY MEMO ASSIGNMENT: For seven of the weekly class meetings, you will be required to write a 1 page memo answering one of the discussion questions for the week.** 35%
- These memos will be graded on a 5 point scale. [A=5.0, A-=4.5, B+=4.15, B=4.0, B-=3.5, C+=3.15, C=3.0, C-=2.5, D+=2.15, D=2.0, D-=1.5 & F=0]. A total of 35 points may be earned for all seven memo assignments, and this will represent 35% of your overall grade for the seminar. In addition, the memos will also serve as the basis for class discussion for that evening. The memos are due in class on the class meetings noted in this syllabus, including weeks 1, 2, 3, 4, 5, 6 & 8. NOTE: *You will be allowed to revise and re-submit one – and only one – of these memos for consideration for a higher grade.*
- (3) MIDTERM EXAM (TAKE-HOME). 6 page Literature Review of a public policy/public administration topic of the student's choice.** Due in-class or via email to [wasterj@csus.edu](mailto:wasterj@csus.edu) on November 2<sup>nd</sup>. Include tables explaining the following: 35%
- *A Table of Definitions*
  - *A Table of Researcher Venues*  
*Who are they – the researchers?* For example, academics, foundations, policy analysis bureaus, advocacy units, etc.
  - *A Table of Research Methods*  
*What methodology do they use?*  
Qualitative? (purposive sample? Team or individual?  
Methodology discussed in detail? Participant demographics discussed?)  
Quantitative? (experimental, non-experimental or quasi-experimental design?)
  - *A Table of Research Findings*  
*What do they say?* Explain & categorize findings in the lit.

- (4) **TEAM PRESENTATIONS OR TAKE-HOME FINAL EXAM** 20%  
**(YOUR CHOICE)** In-Class PowerPoint team presentations (Dec. 1<sup>st</sup>) on achieving organizational effectiveness by incorporating generational differences, **OR**  
In-Class HR & Generational Conflict Final Exam. On the night of your team presentation, your team will be assigned a team grade for the presentation. You are allowed to substitute this grade in place of the assigned final exam, or go ahead and submit a take-home final exam on Dec. 7<sup>th</sup>. The choice is up to you.
- 100%**

**Attendance Policy:**

I consider enrolling in this class to be a commitment to me and to your student colleagues to attend each class session. We all benefit from everyone's contributions. It is not okay to miss class for any but the most unavoidable of reasons Excessive absences jeopardize successful completion of the course. In addition to "seat time," the quality of your participation in class discussions will be reflected in your grade.

**Seminar Format:**

This is not a lecture class. If you come expecting to be told what was covered in the readings, you will be disappointed. My job is to select interesting and useful readings, orient you to them by identifying key questions, and to guide the discussion. Your job is to read the material, think about it, and come prepared to share your ideas with your classmates. We have the tremendous advantage that many of you, like me, work in the public sector. In our class discussions we will relate, whenever possible, the theories and concepts from the readings to our workday experiences. Those of you who work in public or not-for-profit sector organizations (and, after discussing your case with the instructor, those of you who work in for-profit organizations) will have the opportunity to construct your assignments around issues of importance to you in your work.

**Required Books:**

1. James Q. Wilson, *Bureaucracy*. Basic Books, Paperback.
2. Jose L. Galvin, *Writing Literature Reviews*. June 2005, 3<sup>rd</sup> ed. Paperback. Pyczak Publishing. The campus bookstore has copies of the 3<sup>rd</sup> edition available, and if necessary Amazon.Com and other vendors have used copies available beginning at approximately \$30. It is not necessary to purchase the newer 4<sup>th</sup> edition which retails for approximately \$90. It is far too expensive. The 3<sup>rd</sup> edition has all the information you will need for this course and, later, for PPA 500, the thesis seminar.
3. Hal Rainey, *Understanding and Managing Public Organizations*.
4. Lynne Lancaster and David Stillman, *When Generations Collide*, Collins, paperback.

## Course Outline and Readings:

### **PART I: Introduction to Org Culture, Org Success & Org Executives**

#### **Week 1: August 31 Org Culture (Part I) – Introduction to Class Material & Classmates/Introduction to Public Sector Agencies & Organizational Culture**

##### Reading:

- Rainey, Chapters 1 & 11. Come to class prepared to discuss this material, and in particular, be prepared to discuss the chart on page 19, and Rainey's Figures 1.1 & 1.2. We will be reviewing all of the facets – particularly organizational culture – that are included in the concept of “organization,” “agency,” or “bureaucracy.”
- Read “bureaucracy” in *Wikipedia*.
- Read “organizational culture” in *Wikipedia*.
- **CASE STUDY:** Read “NASA” in *Wikipedia*, especially the sections on the Shuttle, Administration, & Alleged Alcohol Use.

##### Discussion Questions – **Memo # 1** Write a 1 page memo on the following topic:

- What is “organizational culture”?  
For your 1<sup>st</sup> memo, be sure to:
  - (1) Define the term clearly
  - (2) Give an example that illustrates the meaning of the term, and
  - (3) Explain the importance of organizational culture for understanding public policy and administration at the state or local level in California.

*Be prepared tonight and in all subsequent PPA 240A seminar meetings to be called upon in class to explain and defend your answer on this memo.*

Sept. 7<sup>th</sup> –  
Campus closed for  
Labor Day

Week 2: Sept. 14    **Org Culture (Part II) –**  
**A) Why Do Organizations Succeed or Fail?**  
**B) Executive Responsibilities, Scope,  
Strategies & Behaviors**

Reading:

(1) Wilson, Chapters 1-3.

(2) In *Wikipedia*, read

- “Blitzkrieg” and for tonight's **CASE STUDY**, read the *Wikipedia* entry on the
- FBI, especially the section describing the Trilogy Project – a project to upgrade the FBI IT infrastructure. If answering the FBI question for the memo assignment, be sure to read the Trilogy section and the related footnotes and links.

(3) Wilson, PART IV Executives, Chapter 10 on Turf & Chapters 11 & 12 on Strategies & Innovation.

Discussion Questions – **Memo # 2** Write a 1 page memo on one of the following:

- If the Germans in WWII were inferior to the French army in strategy, resources & the will to fight, why in only 6 weeks from May 10 to June 22, 1940, were the Germans able to defeat the combined forces of France, Britain & Belgium & seize Belgium & France?
- What - if anything is more important to preventing violence in prisons than money, training, crowding or inmate traits?
- With the incredible importance of combating terrorist violence following

9/11/2001, why did the FBI computer modernization program fail & fail so dramatically?

- Drawing on Wilson, explain why organizations succeed or fail & defend your answer.

**Week 3: Sept. 21**

**What is a Lit Review? The lit review process & midterm exam assignment explained.**

Reading:

Galvin, *Writing Literature Reviews 3<sup>rd</sup> Edition* (entire). For tonight, see especially Chapters 3-10.

Discussion Questions- **Memo # 3** Write a 1 page memo analyzing Model Literature Review F, "Early Intervention in Autism," including an analysis of the effectiveness of Tables 1 & 2. For tonight's seminar, come prepared to discuss this literature review, and to answer these questions:

- What is the purpose of a professional lit review?
- What are the key components of a successful lit review?
- Be prepared to analyze in groups the Model Literatures Reviews A-G.

**PART II:  
Introduction to  
Org Theory  
Literature**

**Week 4: Sept. 28    Org Theory (Part I) -  
Organization Theory: The Founders of  
"Scientific Management"**

Reading:

(1) Hal Rainey, *Understanding & Managing Public Organizations*. Chapters 1-3.

(2) In *Wikipedia*, read:

- Max Weber
- "Woodrow Wilson," &
- Frank Goodnow.

(3) Read George Dunn & Jerome Legge on the politics-administration dichotomy in US local government at:

[http://www.goliath.ecnext.com/coms2/summary\\_0199-1972299\\_ITM](http://www.goliath.ecnext.com/coms2/summary_0199-1972299_ITM)

Discussion Questions- **Memo # 4** Write a 1 page memo on one of the following:

- Explain Max Weber's concept of bureaucracy.
- What is the "politics administration dichotomy" and how does this dichotomy impact public policy and administration in California state and local government? Or, does it impact CA policy? Why or why not?
- What were the key org theory contributions of Woodrow Wilson &

Charles Goodnow?

**Week 5:**  
**Oct. 5**

**Org Theory (Part II) –  
The Rise & Fall of Scientific Management**

Reading: In *Wikipedia*, read:

- Scientific Management (Taylorism)
- Fordism,
- the Hawthorne Effect &
- Chester Barnard.

Discussion Questions- **Memo # 5** Write a 1 page memo on one of the following:

- What did Luther Gulick mean by “POSCORB”? Does this capture the task of public administration in the contemporary American public management setting? Why or why not?
- What were the key beliefs and contributions of Frederick Taylor (1912) & the Scientific Management movement?
- Explain the key findings of Elton Mayo & The Hawthorne Experiment (1920s/30s)
- What were the key arguments of Chester Barnard (1930s) on leadership, and informal vs. formal organizations?

**Week 6:**  
**Oct. 12**

**Org Theory (Part III) –  
The Emergence of Psychological Models of  
Organizations & the Workplace**

Reading: In Rainey & Wilson (Chapters 1-9).

In *Wikipedia*, read: Robert K. Merton &

- Abraham Maslow
- Frederick Hertzberg
- The Peter Principle
- Parkinson's Law & Moore's Law

Discussion Questions- **Memo # 6** Write a 1 page memo on one of the following:

- What did Robert Merton mean by organizational dysfunction? Give an example illustrating such dysfunction.
- Is Maslow's “hierarchy of needs” an accurate view of public agency employee beliefs and needs? Why or why not?

- Defend one of the following as either a meaningful or a trivial contribution to org theory and defend your answer.
  - (1) The Peter Principle,
  - (2) Parkinson's Law or Moore's Law

**Week 7:  
Oct. 19**

**Org Theory (Part IV) –  
Modern Org Theory Approaches**

Reading:

- (1) Rainey & Wilson (Chapters 1-9)
- (2) In *Wikipedia*, read:
  - Anthony Downs
  - Interstate Commerce Commission
  - Douglas McGregor

**SUBJECTS:**

- Downs (1959) Life cycles, actors & vertical vs. horizontal communication
- Bernstein, (1959) Regulatory agencies & clientele capture

**Week 8:  
Oct. 26**

**Org Theory (Part V) –  
Modern Org Theory Continued**

Reading:

- (1) Rainey & Wilson (Chapters 1-9)
- (2) In *Wikipedia*, read:
  - Anthony Downs
  - Interstate Commerce Commission
  - Douglas McGregor
  - Theory X and Y
  - W. Edwards Deming
  - Theory Z, and
  - William Ouchi

Discussion Questions- **Memo # 7** Write a 1 page memo on one of the following:

- What is the relevance of Theory X and Theory Y to the public sector workplace?
- What are the key org theory contributions of W. Edwards Deming?
- What is "Theory Z" developed by William Ouchi?

**PART III:  
Human Relations -  
HR Issues,  
Strategies &  
Challenges**

**Week 9: Nov. 2**

**Human Relations/HR (Part I) -  
Scenarios & Intervention Strategies**

Active Listening

Guidelines for Achieving Affirmative Action

Guidelines for Identifying Sexual Harassment

Intervention Strategies to Cope with HR Issues

- active listening scenario work
- sexual harassment scenarios work
- drug/alcohol scenario work

Reading:

(1) In *Wikipedia*, read: active listening, &

(2) Affirmative action.

(3) Read James Q. Wilson, Chapter 8

“Managers,” especially the section on dismissals.

**Week 10: Nov. 9**

**HR (Part II) –  
When Generations Collide**

Read: Lancaster & MacKay (entire)

**SUBJECTS:**

- Traditionalists
- Boomers
- GenXers &
- Millennials

**GROUP/TEAM WORK:**

(1) Design recruitment program for CA Corrections that includes all 4 generations

(2) Design a career path for your agency/city that includes all 4 generations

(3) Design a program for building

some fun into your agency/city workplace that includes all 4 generations

(4) Retool a training program for your agency/city to fit all 4 generations

(5) Design an employee retention program for your agency/city that applies to all 4 generations

(6) Design an employee feedback system for your agency/city that works effectively for all 4 generations.

(7) Put a short Etiquette Briefing together for your agency/city that avoids common problems caused by generational diversity in the workplace

(8) Explain what “balance” means to the 4 different generations and the implications these different views of the world have for your agency/city workplace.

### **HR/Human Relations (Part III) – Guest Speakers tonight**

**Week 11: Nov. 16**

- Team presentations
- Team assignments -For your team, select one team member for each of the following assignments:

Outline & Overall responsibility for the presentation narrative

Outline & overall responsibility for PowerPoint presentation

Summary & inclusion of interview with Traditionalist

Summary & inclusion interview with Boomer

Summary & inclusion of interview with Gen Xer

Summary & inclusion of interview with Millennial

Conduct & include outside research

- in-class interviews – tonight. We will identify Millennials & GenXers. If you have not already done so, your team will interview one Millennial & one GenXer to help refine the Team’s approach to the assigned Team Task. If you have not already done so, your group will need to assign one team member to interview a

Boomer, and one Team Member to interview a Traditionalist prior to next week's class.

**Week 12:  
Nov. 23<sup>rd</sup>**

**HR/HUMAN RELATIONS (Part IV) –  
1<sup>st</sup> part of seminar – guest speaker, 2<sup>nd</sup> part  
of seminar work in teams tonight**

The Teams will meet in class to review & refine their presentation for December 1<sup>st</sup>. To achieve maximum benefit this class session it will be necessary for Team Members to have completed their assignments, including rough drafts of the:

1. Outline for the presentation (i.e., the narrative you will be telling)
2. The PowerPoint presentation (think of 10-13 slides including:
  - Title slide
  - Team Members identified
  - Slide defining Traditionalists
  - Slide defining Boomers
  - Slide defining GenXers
  - Slide defining Millenials
  - Slide explaining & defining career path, agency fun, training program, employee retention program, employee feedback system, Etiquette Briefing, or agency/bureau "balance".
  - Slide further defining task (if necessary)
  - Slide explaining challenges
  - Slide explaining solutions proposed by Team
  - Slide explaining assumptions (if

- necessary)
- Slide defending Team Choices/Solution(s)
  - Summary Slide
3. Summary & inclusion of interview with Traditionalist
  4. Summary & inclusion interview with Boomer
  5. Summary & inclusion of interview with Gen Xer
  6. Summary & inclusion of interview with Millennial
  7. Conduct & include outside research

Nov. 26<sup>TH</sup>

**THANKSGIVING – CAMPUS  
CLOSED**

Week 13:  
Nov. 30<sup>th</sup>

**HR/HUMAN RELATIONS (Part V)**

**We will have 4-6 twenty minute oral PowerPoint Team Presentations this class session.** At the end of the evening, I will assign a letter grade to each Team presentation. **You will have a choice at that time of substituting this letter grade for your final exam (and, hence not taking the take-home final exam due on 12/7 of the following week) OR you may elect to waive the Team Grade and take the take-home final exam the following week. The choice will be up to you.**

Week 14: Dec.7<sup>th</sup>

**FINAL EXAMINATION (TAKE-HOME EXAM)  
DUE IN CLASS TONIGHT OR VIA EMAIL TO  
[wasterj@csus.edu](mailto:wasterj@csus.edu)**

**PPA 240A ONE-PAGE MEMO ASSIGNMENT  
RUBRIC FOR EVALUATION**

Help the reader understand the complexities of the issue as well as how the issue may be understood differently by different groups of interested people. Be careful to distinguish between fact and opinion. Where it applies, consider the economic, political, organizational and policy dimensions of the issue in your analysis.

**Critical Thinking**

- (1) Is memo well written? – Clear argument presented? Grammatical or spelling mistakes? Run-on sentences? Dangling prepositions? Worse, does it include “dangling propositions”?
- (2) Is the problem/issue well defined?
- (3) Is it clear that the memo author has read, understood and made reference to the assigned reading for this week?
- (4) Are one or more examples used that illustrate the issue(s) at play in this analysis?
- (5) Is the analysis aimed at public sector management at the state or local level in California?
- (6) Does the memo author make use of any additional research or reading going beyond the assigned reading for this week?
- (7) Does the author summarize his/her argument clearly, and include a lesson or recommendation for public policy and administrative practice in California state and local government?