ACADEMIC PROGRAM REVIEW

School of Arts and Sciences

GRADUATE PROGRAM IN
PUBLIC POLICY AND ADMINISTRATION

Submitted by: Academic Senate Curriculum Committee
Amin A. Elmallah, Chair

Graduate Policies and Programs Committee
Mahlon Heller, Chair

Fall Semester, 1993
After reviewing thoroughly the attached Report of the Program Team for the Graduate Program in Public Policy and Administration in the School of Arts and Sciences, prepared by the Review Team jointly appointed by our respective groups, the Academic Senate Curriculum Committee and the Graduate Policies and Programs Committee make the following responses in terms of commendations and recommendations, and directs these to the indicated units and administrative heads. (Page references refer to the documentation for the response in the Review Report.)

COMMENDATIONS AND RECOMMENDATIONS OF THE PROGRAM REVIEW TEAM FOR
THE GRADUATE PROGRAM IN PUBLIC POLICY AND ADMINISTRATION
IN THE SCHOOL OF ARTS AND SCIENCES

COMMENDATIONS:

The Review Team commends Public Policy and Administration for:

1) its excellent Self Study and professional cooperation with the Program Review Team;
2) its dedicated and effective leadership;
3) the high quality of its faculty;
4) the high quality of graduating students; and
5) its efforts to improve its already-sound curriculum.

Recommendations to the Graduate Program in Public Policy and Administration

1. PPA should review its syllabuses and course content to ensure that instructors teach according to the catalog course descriptions and that those descriptions are properly specific in the guidelines they provide for instructors. Instructors teaching the same course should further agree on a list of topics to be covered. (p. 15)

2. PPA should investigate the special needs and strengths of its student body and adopt the teaching methods best suited to that special clientele. PPA should consult with current students in the consideration of this issue. (p. 15)
3. PPA should reevaluate its internship requirement; it should consider (1) making the internship an elective, (2) giving students exempted from the requirement credit for the course, and (3) associating its internship program with the California Studies fellowship program. (p. 20)

4. PPA should evaluate the advantages and disadvantages of an administrative transfer out of the School of Arts and Sciences. (p. 27)

5. PPA should consider the advantages of reporting to (1) the Associate Vice President for Graduate Studies; (2) the Dean for General Education; (3) the President's office. (p. 27)

6. PPA should establish an on-campus discussion group of persons and units interested in policy studies and research. (p. 28)

7. PPA should establish a community advisory group to advise it on how best to serve the Sacramento community and to help it develop contracts for research and executive training. (p. 28)

**Recommendations to the Vice President for Academic Affairs**

1. Academic Affairs should consider recommending an institute run by PPA, or the formal union of PPA with the Center for California Studies. The institute should seek contracts for policy studies and executive training. (p. 27)

2. Academic Affairs should fund the institute with units to be used for released research time for PPA faculty. (p. 27)

3. Academic Affairs should consider recommending that departments contributing faculty to interdisciplinary programs receive .25 positions compensation for each faculty member teaching a course in an interdisciplinary program. (p. 28)

**Recommendations to the Academic Senate**

The Master of Arts degree in Public Policy and Administration be approved for six years or until the next program review. (p. 33)
ACADEMIC PROGRAM REVIEW REPORT

for

Graduate Program in
Public Policy and Administration

Prepared by:  Jerry Tobey, Chair of Review Team
               Herb Blake, Fiscal Affairs Committee
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               Jack Mrowka, Academic Senate Curriculum Committee
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REPORT OF THE PROGRAM REVIEW TEAM FOR THE
GRADUATE PROGRAM IN PUBLIC POLICY AND ADMINISTRATION
IN THE SCHOOL OF ARTS AND SCIENCES

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Persons Interviewed

C. Jensen, Director, PPA
L. Weschler, External Consultant
J. Erskine, Chancellor's Office
The Faculty of PPA in general session
The Students of PPA in general session
W. Sullivan, The Dean of Arts and Sciences
L. Christian, Associate Dean, Arts and Sciences
A. Weldy, Associate Dean, Arts and Sciences
S. Lieberman, University Affirmative Action Officer
N. Shulock, Assistant Vice President for Academic Affairs
W.H. Pickens, Associate Vice President for Administration
E.F. Moulds, Dean and Assistant to the President
S. McGowan, Chair, Department of Economics
M.P. Sparks, Chair, Department of Organizational Behavior
and Environment
J. Torcom, Chair, Department of Government
C. Barnes, Sociology Department

Documents Consulted

The Self Study of Public Policy and Administration
L. Weschler, Consultant's Report
CSUS Catalog, 1992-94
CSU Catalogs for San Diego, San Francisco
NASPAA, Policies and Procedures for Peer Review and Accreditation
(March, 1991)
Standards for Professional Master's Degree Programs in
Public Affairs and Administration (October, 1988)
1992 Directory of Programs
UC, Davis, Catalog, Graduate School of Business, 1992
Review Team Poll of the PPA Faculty
D. Gerth to University, 10/2/85, regarding Policy on Centers
and Institutes
School of Arts and Sciences Priority Committee Report
I. OVERVIEW

"During the 1984-85 academic year a group of faculty began to meet...to discuss a growing interest in establishing a graduate program which drew together the fields of government, economics and organization theory/behaviour." (SS Preface) The program was to succeed, but also expand, the Public Administration program, which originated as a Government Department program and then moved in 1973 to the School of Business before its 1985 termination. Public Policy and Administration, the outgrowth of these conversations, admitted its first students in the Fall, 1989 semester. PPA has so far sponsored ten MA's, four of them in 1992. PPA has one full-time faculty member, Director Cristy Jensen, and uses faculty from the departments of Government, Economics and Organization Behavior and Environment, and adjunct faculty to teach its curriculum. University figures show that PPA had 1.0 FTEF, 10.7 FTES and a SFR of 10.4 in 1989-90, its first year of operation. The proposal for the establishment of the program suggested an initial budget of 2.1 FTEF, including .5 for graduate assistants. PPA has never received funding for the assistants and now has 1.0 FTEF compared to the 2.5 positions projected for this year. Normally there are six faculty from other departments teaching in the program and adjunct faculty from the policy community. The Self Study describes the program as multidisciplinary, involving the "voluntary involvement on a course by course, semester by semester basis," as opposed to an interdisciplinary program.

PPA students come from a wide range of academic and vocational backgrounds, although economics and political science graduates dominate enrollments. The program admits 25-30 students annually, except that resource limitations forced it to limit enrollment for 1992-93 to 15. The proposed University Academic Plan recommends
that PPA enrollments be increased to at least 30. The great majority of PPA students hold full-time jobs, but PPA would like to increase the proportion of full-time students.

Competing Programs:

Our PPA program faces direct competition from a number of programs, but especially from the University of Southern California's Sacramento-based graduate program, which has a highly competent faculty and currently enrolls about 140 students. However, Consultant Weschler believes that a properly developed PPA program will easily beat that competition, especially since the USC program charges a high tuition. Although UC, Davis has an MBA program in Public Sector Management, it provides no direct competition. Most importantly, there is a great market in Sacramento for PPA masters and for executive training programs and public policy research. Weschler believes that "The annual pool of potential students is much larger than the number currently admitted, perhaps as many as 50–60 new students per year." (p. 1)

The Arts and Sciences Priorities Committee gave PPA a high evaluation both for the quality of its programs and for its potential for development. The proposed University Academic Plan affirmed that high evaluation (p. 7), saying that PPA is central to the mission of the University, should be allowed to admit, once again, at least 30 students each year ... The program responds to the unique location of CSUS in the state capital in terms of the academic focus of the program, student interest and demand, and the needs of the service region.

Accreditation:

The National Association of Schools of Public Affairs and
Administration provides an accrediting service, but Consultant Weschler believes that the unsatisfactory resources available to the PPA program make it impractical to apply for accreditation. (See Appendix 2 for NASPAA guidelines for accreditation).

CHARACTER OF THE DISCIPLINE

Traditional public administration programs taught public servants to analyze the direct costs of policies and then to implement those policies. Public Policy is a broader field, increasing the civil servants' responsibilities:

Now, public-policy educators display a growing belief in the importance of training people who can carry out and set policy, as well as analyze it. Public-policy graduates who traditionally worked in the public sector as behind-the-scenes, number-crunching analysts are taking more visible positions -- in both the public and private sectors -- as leaders and managers. (Blum)

Public Policy has also evolved in other ways. It now uses an increasing range of analytical methods, requiring the use of more sophisticated statistical, mathematical and computer skills. It now takes an increasing interest in the role of norms, of values and beliefs, in the political system and in the analysis of public problems. Despite the broadening of the field, several PPA faculty believe that the program suffers from a prejudice of some faculty against public policy as an applied, a "trade school" discipline.

Since Public Policy and Administration is the use of the methods and substance of the social sciences in an attempt to solve social problems, it is necessarily inter- or multidisciplinary. The strengths and weaknesses of the field stem from its combination of methods, ideas and resources from many fields, especially political science, economics, management.
STRENGTHS AND WEAKNESSES

PPA has notable strengths:
its dedicated and effective leadership;
a faculty of the highest quality, willing to contribute
   under difficult circumstances to the program;
a sound curriculum;
students interested in the future of the program and impressed with
   the faculty's willingness to listen to their views; and
a large potential market for its program.

PPA also suffers from serious weaknesses:
a seriously inadequate full-time faculty allocation;
difficulties in securing necessary part-time faculty;
a temporary reduction in enrollments;
an unreliable elective system; and
inadequate physical facilities and staffing budget.

The most important weakness of PPA is its lack of the "critical mass" of faculty and students important both for the financing and for generating sustained enthusiasm for the program.

II. OBJECTIVES AND PRIORITIES

PPA has two instructional obligations:

(1) to "Provide graduate study through the master's degree," and

(2) to provide service functions to other graduate programs. (The Self Study (4) reports that PPA enrolls a few students from the MBA, MSW, and Government and Economics MA programs, especially in PPA 240 and 230.)
The Self Study (3) lists PPA's objectives for the next five years as:

- to secure departmental status for the program within Arts and Sciences;
- to develop limited elective coursework in administrative law, public personnel administration;
- to develop, in partnership with other graduate programs...two to three core specializations (land use and planning, social service policy);
- to begin planning for an undergraduate major in public policy and administration; and
- to expand the campus governing Board and formulate an external advisory board.

The Self Study additionally lists securing "more faculty support" and recruiting "more full time students" as goals. (SS 8)

Consultant Weschler (p. 4) approves of PPA's Objectives and Priorities. The Program Review Team agrees that they are legitimate objectives -- subject to the development of the resources necessary to achieve them. However, that resource problem makes it extremely unlikely that PPA will have the opportunity to become a department and develop an undergraduate major in the six year program review cycle. It is even unlikely that it will have the opportunity to develop minor programs during that cycle.

III. CURRICULAR PROGRAMS

Public Policy and Administration offers one degree, an Master's requiring completion of a minimum of 39 units with a GPA of 3.00 or better.

(1) Because students come from such a variety of backgrounds, PPA requires that they complete courses in "Introduction to Statistics, Macro-and Microeconomics Principles and Essentials of Government"
prior to admission as classified students. In order to correct deficiencies in the skills necessary for graduate economic analysis, PPA offers a series of summer workshops including 15 hours of microeconomics and 10 hours of statistics for new students.

(2) Students then take 24–27 units of core work including all eight of the program's regular offerings:

In the Fall semester:
200: An introduction to Public Policy and Administration
205: Research in Public Policy and Administration
220A: Applied Economic Analysis I
240: Public Management and Administration

In the Spring semester:
207: Quantitative Methods in Public Policy and Administration
   [This course was added to the original proposal for a PPA curriculum at the insistence of the Chancellor's office.]
210: Political Environment of Policy Making
220B: Applied Economic Analysis II
230: Public Budgeting and Finance

All students must also take 295, Internship in Public Policy and Administration, or earn credit for it by their occupational experience -- an opportunity which accounts for the possibility of completing the required curriculum in 24 units. Exempted students must then take an addition 3-unit elective course.

(3) PPA students take an elective concentration for 9–12 units of courses chosen with the consent of an adviser from Health and Human Services, Urban Policy, Educational Policy, Environmental Policy, Criminal Justice Policy, Management Science, Intergovernmental Relations, Organizational Theory and Behavior, Advanced Economic Analysis, and Government Finance. The Program Governance Committee may approve a student's choice of a different elective field.
(4) Culminating Experience:

Students do either a project or a thesis. The Student Handbook says that a project should add "to technical/professional knowledge in the professional field" by experiment or field study designs, a documentary report, "a professional article of publishable quality" and various types of analysis. The Handbook recommends that students planning to go on for a doctorate do the thesis. Of the ten graduates so far, six have done projects and four theses, and Consultant Weschler was impressed by their quality.

Since PPA is a new and small program offering only an MA, most of the standard Self Study and Program Review questions regarding curricular and faculty quality do not apply. We will instead consider a series of relevant questions:

(1) Is the PPA curriculum sound?

Consultant Weschler believes that "The curriculum is very good and compares very favorably with that of other programs in California and the nation. With a single exception, human resources management, it now meets the standards of the national accrediting organization." (p. 3) "The curricular offerings are current." He further believes that PPA faculty, on-campus and adjunct, and PPA students are good -- the Self Study (9) reports that "Of thirty admits each fall, only one or two students fail to pursue the core course work on a regular basis." However, PPA's seminars are, like many others during the budget crisis, commonly overenrolled. (SS, 12)

The 1990 student Academic Affairs Committee evaluation reports that the first students in the program generally approved of the program and believed that they had received a year's sound education. They made two critical remarks about the general program: that none of the faculty were "schooled in the newer field of public policy,"
and that the program had not yet addressed policy at the local rather than the state level.

(2) Is the PPA core curriculum sound; can it properly staff those core courses?

Consultant Weschler believes that the core offerings are sound, and give the two streams of the discipline, policy and management, sufficient treatment. (p. 5) He believes, however, that PPA should add a requirement in human resources management and include a treatment of ethics in all courses. (He at first believed that a separate course on ethics was advisable, but decided after consultation with the faculty that a treatment of ethics should be integrated into existing courses.) Weschler also pointed out that the program lacks a course in administrative law, but he regards that lack as relatively unimportant. He believes that students receive adequate training in quantitative skills, and that most students receive important experience in the use of computers in their employment. However, he added that

...there is wide variation among the content of the courses offered. Looking at some of the key courses, it is clear that different faculty are actually teaching very different courses under the same course number and designation. This needs to be changed. Faculty teaching the same course should meet together and agree on major themes and topics to be covered in each course. (p. 5)

He further questioned the current policy of sequencing courses.

The PPA Student Association report recommended that "Less emphasis should be placed on teaching pure microeconomic theory without clear connection to professional application," that PPA work to reduce overlap among the core offerings, and that several of the courses should include "increased discussion of local issues, processes,
and politics." (p. 8) The Report also made a number of interesting comments on individual courses.

Faculty in interviews and in responses to the Review Team poll agreed that the core needs a course in human resources management. One comment said that PPA should add the course if it is necessary for accreditation or for the program to remain competitive, while another wants the requirement only if the addition was not "at the expense of one of the current listed courses." One comment suggested that the human resources course should be OBE 253, Personnel Management. In general session PPA students also approved of the proposal to add a course in human resources management.

(3) Does PPA have proper prerequisites for admission to the program and for its core courses?

The prerequisites for the program satisfied Consultant Weschler. Entering students do, however, vary greatly in their interests and skills in quantitative reasoning, and their uneven preparation in that area handicaps some instructors in the presentation of course material: "Our economics faculty in particular experience the tremendous unevenness in preparation for the economic analysis coursework." (SS) One faculty response to the Program Review Team poll said that students' writing skill need improvement and that PPA should test for writing and provide workshop improvement for deficient students.

The PPA Student Association Report recommends (p. 13) that admissions standards be qualitative "and we urge the governing committee to avoid making any admission decision based solely on test scores and grades in specific courses, such as economics or statistics." They urged this change in order to promote greater diversity among students in the program and because "aptitude in areas other than economics, mathematics and statistics, such as experience in politics or public management, is just as important
as more easily measured quantitative skills." At the same time, the Report (16) urged that PPA require an intermediate microeconomic course in order to prepare new students for work in 220A.

Faculty in interviews and in responses to the Program Review Team poll varied in their estimates of student preparation for the core courses and in their judgment of the best approach to improving preparation. One response said that students "are fully capable of, and interested in, learning relevant quantitative and economic concepts (with rare exceptions)." A second said that the issue was complex and intertwined with the question of developing a proper teaching style for adult learners. It added that a faculty with both an economics background and a PPA orientation was vital. A third response opined that any problem "needs to be addressed through a combination [of] applications screening/special workshop approach before the beginning of students' formal training in the program." A fourth response advocated the "Removal of quantitative and economic analysis courses from the core," while a fifth wants PPA to increase its requirements in economics.

(4) Does PPA provide proper electives?

Consultant Weschler believes that PPA has a sound series of electives -- to which it might add -- but points out that many of the elective courses meet during the day when it is impractical for most PPA students to come to campus. The Self Study reports that student interests "seem to concentrate in two areas: land use, transportation, environmental planning, regional governance; and health and human service policy." PPA has made an expansion of its elective specializations one of its objectives.

The PPA Student Association Report (p. 18) complains that students "have found an insufficient number of courses for their intended policy specialities, and many have been forced to select more undergraduate courses than they believe to be ideal for a graduate
program. The Association is interested in a suggestion that PPA coordinate offerings with "other institutions of higher education in the region..." Students in general session repeated the Association complaint that it is difficult to find appropriate electives offered at convenient times. They believe it would be better to reduce the number of elective groupings and to ensure that those courses are appropriate and offered when PPA students can take them.

(5) Does PPA provide a sound and practical culminating experience?

The Self Study description of the PPA culminating experience is impressive. The defect in the current system is the unreasonable burden it puts on the Director to read theses and project reports. Consultant Weschler reports that his program uses comprehensive examinations, but that he opposes that time-saving measure because it is essential for PPA students to demonstrate their writing and critical thinking skills.

(6) Is the internship program sound?

About 85% of PPA students receive a work-experience exemption from the internship requirement, and must then take an elective to earn the required three units. Currently, three state agencies provide internships for the program.

Students in general session made several complaints about the current internship requirement. They claimed that it is difficult to locate good internship jobs, especially paying positions, and that PPA's requirement of an extra elective course for exempted students is unreasonable. Several students argued that if they have the experience to meet the purpose of the internship, they should receive credit for it without having to do further work --especially since it is difficult to find interesting (and available) elective courses. The students wondered whether it is possible for some of
the California Studies fellowships to be reserved for them, if, of course, they meet the standards for the fellowships.

GRADING PATTERNS

PPA's proportion of A's and B's combined averaged 98-99 percent, about the average for graduate grades in the rest of Arts and Sciences and for the University outside of Arts and Sciences. Its proportion of A's given is about 50 percent, considerably below those broader figures. (See Appendix 1, p. 2)

Two responding faculty opined that grading procedures in the program do distinguish properly between better and poorer students, while three respondents did not know. (SS 8) All four students responding to the opinion poll believed that program grades distinguished better from poorer students, while two (with two no opinions) believed that grading standards correlate well with students overall performance.

Consultant Weschler believes (p. 5) that

...there appear to be a few too many Bs. The number of As is in line, but there do not seem to be enough Cs. It is appropriate for a preponderance of Bs in graduate work, but some students must be doing C work in some classes.

The University figures show that although PPA does not give any significant number of Cs, neither does the rest of Arts and Sciences -- or the University as a whole. It may be, of course, that graduate grades across campus are too high, but by current standards PPA's grading seems satisfactory.
SPECIAL STUDIES

PPA is right to consider restrictions on the number of special studies units offered. Although special studies add valuable flexibility to a program, they require considerable (uncompensated) faculty time and the PPA faculty, especially Director Jensen, is already overworked.

CURRICULAR DEVELOPMENT

The PPA Director and faculty are considering a number of changes and developments in the current program, some of them suggested by the Consultant, or the Student Association Report, and others urged by the faculty. The chief issues are: (1) Uniformity in the teaching of core courses and the adaptation of teaching techniques to the special needs (and strengths) of adult part-time students largely employed in public policy related fields; (2) proper prerequisites and the sequencing of core courses; (3) possible additions to and deletions from the core requirements; (4) changes in PPA's elective specialties.

(1) Although the PPA faculty was uncertain about the validity of the consultant's opinion that they vary too much in their teaching of core course material, they agree that the program must ensure a proper uniformity. They also generally agree that they should consider whether they use the best teaching methods for their clientele. The students in general session opined that instructors do vary too much in how they teach particular courses and in their teaching of the different courses in a sequence. For instance, much variation in the teaching of 220 A and B can confuse students. The students made no complaint, however, about the general teaching methods used for them as working adults.
RECOMMENDATIONS:

PPA should review its syllabuses and course content to ensure that instructors teach according to the catalog course descriptions and that those descriptions are properly specific in the guidelines they provide for instructors. Instructors teaching the same course should further agree on a list of topics to be covered.

PPA should investigate the special needs and strengths of its student body and adopt the teaching methods best suited to that special clientele. PPA should consult with current students in the consideration of this issue.

(2 and 3) PPA faculty discussion of curricular revision currently centers on a preliminary proposal submitted by Director Jensen. We review that proposal in some detail even though we understand that it is preliminary, because it raises all of the important issues about the development of the PPA curriculum.

Jensen's proposal would leave PPA 200, 205, 210, 230, 240 as they are. Together, they would constitute a basic core of 21 units, compared to the current 24. The Culminating Experience and Internship requirements would also remain as they are.

The proposal concentrates on the role of 207 and the 220 sequence in the program and the addition of human resources and administration courses. Under the proposal, 207 would become a course in "Econometrics/Quantitative Methods in Public Policy Analysis" and might have Econ. 100B and calculus as prerequisites -- as opposed to the current prerequisites of Econ 1AB and Stat 1. PPA would revise 220 A and B, making the former a course in "Intermediate Micro Theory for Public Policy, e.g. public goods, externalities, market failure," and the latter a course in public
finance. The proposal and the faculty in discussion also consider the possibility of a prerequisite to 220, possibly a special section of Econ. 204 tailored to the needs of PPA students or passage of a challenge examination. The proposal suggests a 220C on cost-benefit analysis. Finally, the proposal includes the addition of courses in human resources management and in administration.

If adopted, the proposed changes and additions would transform the current Electives options (9-12 units) giving students a choice of two tracks: After the 21 unit basic core, they would take

(1) Policy or Administration (9 units), comprising 207; 220C, the new course in cost/benefit analysis; and an elective;

or

(2) Administration (9 units), comprising 241, a new course in Administration, a course in Personnel Management and OBE 296, "Alternative Dispute Resolution for Public and Private Organizations." (A question: Will OBE be able in the current budget crisis to offer enough sections of this 296 course?)

Thus, the proposal would require, with the addition of 3 units of culminating experience and 3 of internship (or, in case of exemption, 3 more elective units), 39 units.

Faculty discussion of the proposal also raised the question of the proper sequencing of 205 and 207: Should 205, Research, precede 207, Quantitative Methods, or should students learn the methods first and then apply them in their study of research?

Conclusions:

PPA is doing a thorough and systematic review of its core curriculum and is trying to develop a program which fits both its students'
needs and available resources. The Program Review Team does not intend, of course, to micromanage by recommending a detailed core curriculum; we offer instead the following comments and questions for consideration.

—It seems important to resolve the problem of student background and needs in quantitative and economic analysis. The division of the curriculum into two tracks would allow PPA to vary its prerequisites to suit student plans, and Jensen's proposal would require a stronger economics prerequisite for both 220 in the common core and 207 in the Policy track.

However, the two-track core elective proposal raises an important issue. While it is reasonable to argue that students who will never use advanced quantitative and economic analysis in their public service work should not have to study that material, there is always a danger in making advanced methods and analysis courses elective. On the one hand, many students find them difficult and so prefer to avoid them, thinking that they will never use them in their future work. On the other hand, methods and analysis skills are increasingly important in public policy and are the most flexible, the most widely applicable of skills. Students in many fields (such as psychology), commonly learn that methods and analysis are the very skills which distinguish them from colleagues and which they can use in many different -- and sometimes unanticipated -- areas of work. Students can sometimes learn "content" courses later, even on their own, but they can only learn methods and analysis with good instruction.

The two-track proposal also raises a question about resources. We assume that most students will chose the administration track; if only a minority of students choose the policy track, those courses will be very expensive for a program already at death's door for lack of resources. Can PPA afford such a division in its curriculum? It is most important for PPA to survey past, present and prospective
students to determine the probable proportion of students who will opt for the policy electives. The number interested may be too small to support the proposed track, or large enough to justify the track but small enough to suggest consideration of offering 207 and 220C only in alternate years. PPA should also explore the possibility of students from other graduate programs taking the Policy courses.

-----Several faculty have suggested using Econ. 204 as a prerequisite for 220. This suggestion makes sense, but might require that the 204 taken be specially designed for public policy students, perhaps emphasizing microeconomics more than does the standard 204. But such a special section would strain the already overburdened Economics curriculum, especially since PPA enrollments might not be high. Perhaps the answer is to offer a special section of 204 in the summer at the start of the program or in intersession. Economics would then offer the course outside of its regular schedule and specifically design it for a PPA class. Such a schedule would mean, of course, that PPA students would have to pay extension fees and would have to do any workshops before 204.

-----The Program Review Team supports the apparent consensus that PPA should add a course in human resources. We believe that PPA should use an existing course for that purpose, for instance OBE's Personnel Management, rather than designing its own course. PPA must then assure itself that OBE can offer the course as often as needed for PPA students, and that it can schedule it in tandem with the sequence of PPA requirements. (Since SBA graduate courses are scheduled at night, it should be possible to coordinate the two programs' scheduling needs.) Similarly, the proposal would require a new PPA course in administration. We suggest that PPA attempt to find an existing course to meet this need -- and, of course, one which will be offered in a regular and convenient way.

(4) The curricular reforms currently under discussion would alter the current elective system for it would use those units in the two-
track core electives. The Review likes the proposed tracks, but they will hamper PPA's ability to develop electives in such areas as urban land development, social policy and environmental studies. However, whether PPA adopts the two-track elective system or stays with something like the current system, PPA students will still face the same scheduling problem: They can for the most part only come to campus in the evening, and they find the number of proper elective courses offered in those hours inadequate. PPA might address this issue by continuing direct negotiation with the units involved, or it might do so through an expanded governing board or through the on-campus discussion group we recommend below. If PPA reports in the future to the Associate Vice President for Graduate Studies, the Dean for General Education or the President's office, those University-level officers might help in coordinating electives. Still, it is difficult to see how PPA can significantly expand its elective options in these budget crisis times, for nearly all campus units are hard pressed to schedule a normal range of offerings. In general session students said that they would prefer to have a more limited number of elective group options and to have those courses offered on a regular and convenient basis. We suggest that PPA survey its students' opinions about which elective options are best for the program.

We suggest one further alternative: PPA might switch part of its elective curriculum to Regional and Continuing Education (See below, p. 24).

-----We believe that PPA should reevaluate its current internship requirement. It should consider the opinion of some students that students exempted because of work experience from the requirement should not be required to take a replacement elective, and explore the possibility of having PPA students share in the California Studies fellowship program. It should also consider making the internship an elective, for most students understand the importance of practical experience in the field they intend to enter and will
want to have that experience. Students who have jobs in public policy would then simply bypass the elective. (It is even possible that PPA might transfer the internship program to RCE.)

RECOMMENDATION:

PPA should reevaluate its internship requirement; it should consider (1) making the internship an elective, (2) giving students exempted from the requirement credit for the course, and (3) associating its internship program with the California Studies fellowship program.

IV. GOVERNANCE

The Self Study says that PPA is satisfied with its placement in the School of Arts and Sciences, arguing that being part of Arts and Sciences helps secure the "interdisciplinary linkages" crucial to the curriculum. (SS 5) In fact though, PPA's place in Arts and Sciences and in the University is a crucial question for the program's future.

PPA governance comprises Director Jensen, who receives funding for 40% of a 12 month administrative position, and a Faculty Governing Committee of two faculty members from Economics, from Government, and from Organizational Behavior and Environment. Members nominated by those units are subject to the approval of the Dean of Arts and Sciences. There are no further standing committees.

The Self Study Faculty Opinion Poll responses show that the seven responding faculty are satisfied with PPA's curriculum, and leadership and governance -- but most frustrated by the program's lack of resources. All responses agreed that faculty have an opportunity to express their opinions and that PPA's leadership is "Effective" (3) or "Very Effective" (3). Five responses ranked morale as good, one as fair and one as poor. Three responses
considered the program's committee structure (presumably the Governing Committee) effective, while one considered it ineffective and one very ineffective.

The responses concerning morale and the committee include some negative ratings, but the written comments clearly exempt Director Jensen from blame for any problems. Those comments specify that a lack of resources, especially the necessity of using all adjunct and part-time assigned faculty from other departments, make it impossible for all persons involved to participate fully in the operation of the unit. Consequently, the great bulk of the work falls to Director Jensen. One comment especially attacked the:

...unwillingness of the University to back up its statements of support with real resources. The program is unique in Arts and Sciences in that there is excess demand and our students do finish the M.A...Cristy cannot, and should not, do it alone but we all have other responsibilities. Where are the additional tenure-track faculty justified by the enrollment growth and continued demand?

Consultant Weschler's Report makes a number of important comments regarding the governance of PPA. In opposition to the Self Study's statement that PPA is satisfied with its membership in the School of Arts and Sciences, he suggests that the School is a large unit in which "the unit's role is tangential." He opined that

It would be better served if it reported directly to the vice president for research and graduate studies along with other interdisciplinary programs such as environmental studies. (p. 4)
Weschler opposes PPA's attachment to other institutions such as the School of Business because "a generic management program seldom works at other institutions," and opposes its attachment to such a department as Government because "in such cases they tend to be step children."

Weschler also believes that the Coordinator is excellent but that she is "over committed and has taken too much upon herself," and that participating faculty, although "involved in governing of the program," are "cross-pressured and are not institutionally "loyal" to the MPPA." Faculty are especially reluctant to teach PPA courses at night. While the quality of the faculty is good, "their workload reduces their commitment to the unit." Further, "There is little continuity in commitment, so there is really no predictable, stable faculty mix. "He also believes that students in the Program were previously more involved in the governance than they now are, and that it is important to give them an important role again. He is most emphatic in asserting that

The main issue here is the lack of committed faculty resources. The MPPA needs a core faculty of four or five to do its job and fulfill its mission.

Review Team discussions with the PPA faculty and other concerned persons more than confirmed Consultant Weschler's opinions about PPA governance and staffing. Faculty said that they now have a positive "disincentive" for teaching in the program. They must greatly modify the material they use in other courses to use in PPA, come to campus at night, do double advising duty, and leave their departments without important courses in a budget-shredded schedule in order to teach in PPA. Several persons told the Review Team that the original plans for PPA included some circulating units for research which were to compensate these sacrifices.
Dean W. Sullivan praised PPA and Director Jensen, but warned the Review Team that unless there is a virtual budget miracle (There won't be.), he will not soon have a position to supplement PPA's faculty. He did point out, however, that the budget under consideration includes a transfer of .4 positions from SBA to PPA to formalize the transfer of all public administration to the program.

From one point of view, PPA has gained from its membership in Arts and Sciences: It has, for instance, gained from the School Priorities Committee the highest priority ranking. However, the current budget crisis has prevented the School from giving the positions that high ranking justifies. Faced with the disintegration of two departments, the Dean has been forced to save them rather than promote PPA. Nor does the two or three-year future look much better for A and S. True, PPA might benefit from the reorganization of Arts and Sciences under current discussion. One of the suggested reorganizations involves the creation of a Division of Public Affairs including such departments as Government and Economics. As part of such a division PPA might get more attention as an invaluable link to state and local government. However, the proposed reorganization will, if it happens, take years -- years which PPA does not have.

The Program Review Team believes that PPA's leaving A and S for another place in the University may improve its chances for a greater share of University resources and so its chances of survival.

No change in PPA's place in the University will by itself produce new revenues. There are, however, possible changes which might increase PPA's chances of getting more of the limited funds available.
(1) PPA (and other interdisciplinary graduate programs such as International Affairs and Liberal Arts) might report directly to the Associate Vice President for Graduate Studies. The program would then have an advocate at the University level, instead of competing for resources with the teeming hordes of A and S. Such advocacy should emphasize that no program better fits the University's current interest in fitting its curriculum to the Sacramento capital location.

(2) PPA might report to the Dean for General Education, who will, under the proposed University Academic Plan, supervise a number of interdisciplinary programs. Such a reporting line would give PPA the advantages of University-level advocacy and make it part of a group with common interdisciplinary problems -- but a group including a dominating General Education program and interdisciplinary programs not closely related to public policy.

(3) PPA might switch its program to Regional and Continuing Education. Director Jensen agreed that under RCE PPA could still offer its programs more cheaply than the USC competitor, and might even make much-needed money to support the program. The disadvantages of such a move are clear: PPA would lose its status as a part of the University's regular curriculum, and faculty participation would be completely voluntary. Those faculty who did choose to participate would teach PPA courses as an overload -- never good for the quality of a curriculum. It is possible, however, that PPA might make good use of RCE in the development of its elective curriculum by arranging for additional electives outside of the regular University curriculum. Students would, of course, have to pay extension prices for such courses, but the financial difference might not be great if the proposed extra fees for second degrees goes into effect.
(4) PPA might, like The Center for California Studies, report directly to the President's office. It would then have the University-level direction appropriate to a program so suited to the University's emphasis on the opportunities offered by the Sacramento capital.

(5) PPA might become an institute or an academic program formally linked to an institute. PPA fits the purposes of a CSUS Institute which are to:

- enhance the conduct of faculty research and scholarship;
- promote the instructional programs of the university;
- enhance the university's ability to obtain external funding;
- provide for and coordinate public service programs.

(Gerth to University, 10/2/85)

Such a reorganization would allow PPA to do the research and executive training which Consultant Weschler advocates. The research effort would require an initial University commitment of released time for involved faculty -- seeding which would greatly increase PPA's attraction to faculty. However, much of the research would eventually pay for itself if done under contract with government agencies or private industry, and PPA might integrate student projects into contract work (as it has in the past):

Students might do projects which both complete their academic work and contribute to the institute's research. Executive training courses might be offered through RCE, on-site or through distance learning. The institute alternative has, however, three obstacles:

(a) The University funds institutes with "seed money" and "It is anticipated that centers and institutes become substantially self-supporting within three years of establishment." That restriction means that as an institute PPA would have to market well to become self-supporting, and marketing would add to the already great
burdens of the Director. It would probably be necessary for University development officers to do much of that marketing work.

(b) Institutes are for research or public service rather than teaching. There are, however, some CSU exceptions to that principle. J. Erskine of the Chancellor's office reports that San Diego has several institutes which run academic programs (e.g., in Asian Studies, European Studies), while San Francisco has one in biotechnology. The proposed institute might then have the right to offer an academic program or the academic program might remain formally separate from the institute, while contributing to it through project work.

(c) Although research opportunities would be attractive to faculty, the modest amount of released time which the University might provide to seed the institute would still leave PPA's academic program with staffing problems. Executive training would in fact require additional faculty from either on or off campus. Only with the development of research and executive training contracts would PPA's net resources significantly expand.

On the other hand, if PPA gets an additional .4 FTEF by transfer from the School of Business, it might use some of those units for research. It might use those units to cover one class a semester and to support six annual units of research released time for faculty participating in the academic program or in a possible institute. PPA might also use scheduling to open opportunities for faculty research time: It might, for instance, offer some courses on a Thursday through Sunday basis, requiring that students take two days leave from work and placing great demands on participating faculty -- but with the compensation of a net increase in time available for research.

An institute might furthermore combine with the Institute for Social Research directed by C. Barnes, either by an expansion of that
Institute into more policy studies or as part of a new institute. Such a larger institute should better provide the clerical and support services so difficult to secure in the current budget crisis. The larger institute would also be attractive to the faculty in many departments across campus who are interested in policy studies and ready to do the research and teaching the Sacramento area invites.

RECOMMENDATIONS:

PPA should evaluate the advantages and disadvantages of an administrative transfer out of the School of Arts and Sciences.

It should consider the advantages of reporting to (1) the Associate Vice President for Graduate Studies; (2) the Dean for General Education; (3) the President's office.

Academic Affairs should consider recommending an institute run by PPA, or the formal union of PPA with the Center for California Studies. The institute should seek contracts for policy studies and executive training.

Academic Affairs should fund the institute with units to be used for released research time for PPA faculty.

The Review Team also believes that Academic Affairs should consider recommending a new faculty transfer compensation formula. Currently, departments sending faculty to teach in outside programs such as PPA receive .20 positions compensation for each faculty member sent -- but they lose .25 positions of faculty work. Academic Affairs should, we think, consider recommending that interdisciplinary programs be funded to compensate faculty assignments at the rate of .25 positions per course.
RECOMMENDATION:

Academic Affairs should consider recommending that departments contributing faculty to interdisciplinary programs receive .25 positions compensation for each faculty member teaching a course in an interdisciplinary program.

Whatever PPA's administrative status, it should pursue its objective of establishing an on-campus discussion group to bring together those many faculty who have an interest and expertise in public policy. The CSUS campus includes many faculty and units with great interest and expertise in public policy (e.g., The Government Accounting Institute in SBA). Regular meetings of these concerned faculty and units will surely increase University awareness of the programs and problems of PPA, but may also generate ideas and cooperation mutually beneficial to all groups interested in the study of public policy.

The Review Team believes that PPA should also consider a community advisory group, especially if it associates with an institute. The Review Team agrees with the principle of a broader governing board, especially after the establishment of further elective concentrations an association with an institute.

RECOMMENDATIONS:

PPA should establish an on-campus discussion group of persons and units interested in policy studies and research.

PPA should establish a community advisory group to advise it on how best to serve the Sacramento community and to help it develop contracts for research and executive training.
V. LIBRARY AND OTHER LEARNING RESOURCES

The Self Study (13) says that library resources are adequate for the program but that holdings are more complete for public administration than for public policy. It also says that campus computer facilities are adequate for PPA student use, especially in 207. The program does not use University media services. Faculty responses to the Self Study poll support the Self Study evaluation.

Consultant Weschler (p. 6) reports that "media and computer support is good," and that the library resources are adequate for the core curriculum, while "The serials are limited but cover the basics." Students interested in more specialized works and serials must use the UC libraries or inter-library loans.

Conclusion:

Learning resources available to the program are adequate. We note only that continuing library budget cuts must threaten that status, especially since PPA relies heavily on the expensive professional journals which budget cuts threaten. Students do have access to the UC library, but since the majority of them work full time, their opportunities for using those facilities are limited.

VI. EDUCATIONAL EQUITY/AFFIRMATIVE ACTION

The PPA regular faculty comprises five women and six men; none are ethnic minorities. The Students' Evaluative Report urges the program to make vigorous efforts to add minority faculty.

PPA has an active, if modest, educational equity program, involving active mail recruitment of minority graduating seniors, support through faculty advising and learning support groups, and summer workshops for prerequisite remediation, financed by the University
Educational Equity program. The Self Study (13) says that the workshops have "been modestly successful in preparing students for the Applied Economic Analysis coursework."

Consultant Weschler says that "the participating faculty is gender balanced, but there seem to be no other protected classes represented." (p. 6) At the same time "The student body is mixed but not representative of the state population (nor is the campus as a whole."

VII. STUDENT SERVICES

Advising:

PPA curricular advising is the responsibility of the Director and individually assigned faculty. The Self Study includes an excellent Student Handbook. The Director and usually the thesis/project director provide career advising, although the Self Study (14) points out that since most students are employed full time, the program does not do the career advising normal for other programs. It adds, however, that "pre service" students commonly encounter job possibilities through their internships. The Self Study judges employment opportunities to be excellent.

Faculty opinion poll responses ranked program advising procedures and graduate student morale as excellent (1) or good (5). The 1990 assessment report of the PPA Student Association does not comment on advising quality or procedures. Consultant Weschler (p. 6) reports that "The students, most of whom work during the day, do not find most of the participating faculty accessible."
Scheduling:

The PPASA assessment report claims that "The university's course scheduling pattern is a barrier to access and success for many students." (26) It especially complained that the 5:30 evening starting time was most inconvenient for many students since they work full time and cannot easily get to campus so early. The report urged PPA to "seek creative approaches to course scheduling, including approaches that do not conform to the standard university course and room schedule." In light of that student complaint, PPA has altered its original scheduling pattern to include classes at 5:30, 6:00 and 7:00.

VIII. PHYSICAL AND FINANCIAL RESOURCES

The Self Study urges "office space closer to the center of campus, better integrated with the academic community and applied policy research faculties," and "Computer upgrades." (15) It further urges greater clerical support for conference/research, as well as administrative support.

Consultant Weschler reports that PPA's space is necessarily limited since it has only one faculty member, but "When faculty are added, the program needs more space." (p. 6)

GENERAL CONCLUSION

Consultant Weschler has clearly outlined the University's choices regarding PPA:

1. To curtail admission to the MPPA and, over the next three years, offer sufficient classes and program support to permit the already admitted students to complete their degrees. Then
to terminate the program and reallocate its resources elsewhere.

(2) To try to meet the expectations and needs of a growing student population with the resources currently allocated to the program. To continue the practice of "borrowing" faculty from other campus programs and to offer the students patchwork educational opportunities.

(3) To systematically, over the next several years, provide increments of resources to the MPPA so that by the end of a five-year period it has sufficient faculty resources to handle its core instructional, advising and student support activities.

The Review Team agrees with Consultant Weschler's summary of the current state of PPA and the options open to the University. We believe that the University should either meet the conditions of Weschler's third option (They are modest enough.) or terminate the program. The needed resources must come either from the University general fund or contract work done by PPA after seeding by the University.

However, even if the University is able to significantly expand its support, we think that PPA cannot meet its objectives of becoming a department. We believe that for the up-coming six-year review cycle, PPA should continue to serve primarily working, part-time graduate students. To that end, it and the University should aim for

(1) an increase in faculty -- to three full-time faculty by the end of five years -- and an increase in the number of students accepted to more than 30;

(2) reliable arrangements for the use of faculty from on-campus departments;
(3) sufficient funds for provision of necessary adjunct faculty;

(4) a reform of its current governance structure which will expand the number of participating on-campus units, establish on-campus and external advisory groups, and establish a different reporting line for PPA in the University system.

(5) PPA should, whether as an institute or a academic program, also begin to develop sources of funding outside of the University general fund.

(6) The University should, by the end of five years, provide PPA with better facilities.

RECOMMENDATION:

The Academic Senate should recommend continued approval of the M. A. in Public Policy and Administration for six years or until the next program review.