We are living in a particularly challenging time for government officials. The public is demanding more from government leaders – they are being held accountable to higher standards of efficiency while being obligated to remain fair. This while facing pressures stemming from limited revenues, changing populations and newer technologies.

The program and seminar are designed help you comprehend these phenomena while providing the skill sets necessary to become a public sector administrator and leader. While your practical experience in various executive agencies will be wide ranging and at times perplexing, this seminar is designed to aid your observations by placing them in the fields of organizational and policy analyses. Hopefully, the understanding and insight you acquire will provide you more robust tools in your future endeavors.

In the context of California state government institutions, the seminar has three main objectives:

(a) Studying how public sector bureaucracies are structured and operate; both formally and informally.
(b) Analyzing how policies are developed and implemented.
(c) How government administrators make decisions and “lead.”

**SEMINAR PROCEEDINGS**

Our reading and writing expectations are quite straightforward. This seminar is designed to meet the goals, objectives and experience of traditional graduate school education. This means presenting materials analyzing critical issues facing public agencies in general and providing instruction in methodology.

You are expected to do the reading and think about the key concepts. We will use seminar time largely to move beyond the readings – applying and critiquing them. A significant part of your grade is based on class participation – reflecting your ability to draw out the key concepts from the readings, to relate readings to one another, and to your placement. Obviously, you should be respectful of colleagues and visitors ideas and contributions.

You are expected to attend every seminar session. Your mentors are aware of the seminar and its expectations; therefore, you should arrange your schedule to accommodate the meetings. While this seminar requires your active contribution, your mentorship may prompt an absence due to an unscheduled “crisis.” On those occasions when a conflict is unavoidable, please let us know with ample warning, i.e. not shorter than 24 hours.

On the other hand, it is likely that you will encounter unforeseen issues and interests that may be appropriate for a general discussion. When appropriate, we can explore these issues during each
All conversations about your mentorship and placement experiences are treated as confidential. Do not discuss the content of our mentorship material with others, even your colleagues, outside the seminar. We pledge to you that what you say remains in the seminar.

Accordingly, we expect you to:

- Do the reading each week in time to think about it and with time to write a thoughtful memo, on the weeks that you choose to write one.
- Come to seminar on time, prepared to critique and apply the readings and participate constructively in class discussion and group activities.
- Open your mind to big-picture thinking and to contrary points of view and be respectful of others’ views.
- Think about how the issues from seminar relate to your organization, to your chosen group project topics and to California state government generally.

Class participation
Effective participation in class discussions is an important component of performance. The seminar participation grade will reflect the quality of your participation and your contributions to your in-class group activities. While I understand that different people have different comfort levels with talking in a group setting, I don’t believe that one can be an effective public servant, and certainly not an effective public leader, without the capacity to participate in group discussions. Verbal contributions can be learned. My job is to make the seminar environment as welcoming of everyone’s contributions as possible. Your responsibility is to contribute constructively and appropriately.

Seminar participation will account for 15% of the seminar’s final grade. This includes the “seminar leadership responsibility” presentation noted below. When you participate in the seminar, useful rather than voluminous contributions are desirable.

Writing Assignments:

Your writing assignments will consist of four items:

1. A series of nine weekly memos responding to questions or prompts posted in the syllabus or online. Most of these questions deal with the selected readings. Each memo should not be longer than 600 words. (Accounting for 25% of the course grade.)

2. Seminar leadership responsibility. At each seminar meeting one student will be responsible to present “leading questions” or comments about the assigned readings. These questions will be distributed to the entire class the evening prior to the seminar meeting. These questions/comments/observations will be used by the student leader/facilitator as prompts to lead the initial seminar discussion.

3. An organizational design analysis. This assignment asks you to solve a generic organizational issue or problem. (20% of the course grade.)

4. A group project involving both a written and oral presentation. (40% of the course grade.)
A. **Weekly memos in response to readings**
Through Week 20 you will submit a total of nine (9), 600 WORD memos in response to the prompts on the syllabus. You may choose which weeks to write a memo – keeping in mind that there are 16 weeks from which to choose. Again, don’t exceed 600 words.

They are to be written and submitted electronically no later than midnight before the seminar meeting (to my semler@csus.edu account) in a standard format (addressed to me, a subject line, and using headings and bullets) and should be concise and easy to read. The subject line of the memo heading must include the week and which number memo of yours it is (e.g., Week 5, Memo#3). Don’t be fooled that writing “just” a one-page memo is easy. It’s harder than writing a longer one because you have to be very careful, clear, and concise. I am looking for evidence that you have read, absorbed, thought about, and applied the readings to the question at hand. You will be graded on content and writing. Writing should be logical, clear, concise, and have no grammatical, spelling, or typographical errors. Memos must address the current weekly topic. Only one memo each week is permitted. No make-up memos will be allowed. That means you need to plan accordingly – you have 16 possible weeks to write 9 (nine) memos.

B. **Organizational Design Analysis**
By March 2nd submit a 10 – 12 page paper analyzing your organization from both an external and internal perspective. Externally, examine the pressures and contexts that make the organization and its leaders behave as they do. Similarly, analyze the internal dynamics or informal rules that permit managers to operate or which inhibit or misdirect the organization. The basis of your responses should come from seminar readings and discussion. Examples of key questions: how well does the organization accomplish its stated mission, how have external pressures modified the organization’s strategies and mission, how well have the leaders or managers directed the staff, and how do field staff operate in line with what management expects?

C. **Group Project**
You have been placed into three groups to function as policy consultants on specific projects. The objective is to prepare an analysis of the particular issue.

Your group will (1) produce a written policy brief (not written as an academic paper but as a readable policy brief of 20 to 30 pages with visuals and graphics, (2) deliver a 30 minute oral presentation, and (3) prepare a handout to accompany the presentation.

We expect the group project to review the academic and policy literature relevant, to make explicit recommendations which may not be “politically acceptable” by the “client agencies,” and include a critique of the experience or process of the group’s consulting efforts. You and your group are responsible for working to schedule regular meetings with your project manager.

This “academic policy brief” is distinct from the document you submit to the client, i.e. it will be “more academic” than what is delivered to your client.
**Writing standards**

Working in the public sector requires development of communication skills. I believe that among the best ways to acquire and improve writing skills is to write a great deal. We are, therefore, planning to give you feedback on your writing and give you an opportunity to re-write all of your submittals. I provide this opportunity in all my classes because feedback and corrective action provides you a safe way to learn.

It should be obvious; however, I wish to make clear that you should be wary of plagiarism. Plagiarism is a serious violation of academic standards and will result in a failing grade for the assignment and/or course. I urge every student to review the University’s Honesty Policy concerning these standards: [http://www.csus.edu/umanual/student/UMA00150.htm](http://www.csus.edu/umanual/student/UMA00150.htm)

**Plagiarism is, however, not uncommon** in the public sector – people copy from existing publications, lawyers and others demand precise language but management apprehension also contributes to its proliferation. In an academic setting it is totally unacceptable.

Occasionally, we will have separate “Forum” platforms:

1) **A Fellows Forum:**

   Throughout the fellowship, fellows are embedded in an environment of coaching and mentorship. Some of the best mentoring can happen in informal group settings, where the fellows have the opportunity to share with one another in a confidential and open setting. Periodically, we'll have specific topics to discuss.

2) **Leaders in Action:**

   A “brown bag” conversational series where management or political leaders will talk with us about what they do. We want to talk with leaders on how they “lead” as a supplement to what is in the literature.

3) **Building Your Professional Tool Kit**

   Combining knowledge and practice – This section is designed as a fun problem solving or issues discussion session. (e.g. hot topics of the day, useful things to learn professionally)

We expect your attendance at these Forum sessions unless there is a placement obligation.

**General Statement about attendance and associated policies**

As employees of California State University, Sacramento, attendance is reported to the university program director. Absence from seminar must be approved by the academic advisor and program director. Unauthorized absence from the seminar will result in a dock of pay and, if warranted, termination from the program. There may be circumstance where a Fellow’s academic obligations and work obligations come into conflict. Seminar is a standing commitment throughout the year where attendance is required; placements and mentors are aware of this standing obligation. Fellows should speak with the program director and academic advisor about any unique professional experience that may conflict with academic obligations. It the opportunity is truly unique, e.g. testifying before the legislature or government relations trip, the fellow may be excused from a session. (Generally, no more than one excuse may be granted during the fellowship year)
Academic Component
Fellows are enrolled as graduate students at California State University, Sacramento, and earn 6 units of graduate credit upon successful completion of the seminar. The Executive Fellowship Program pays application and university enrollment fees. Fellows are entitled to full campus staff privileges beginning the fall semester. In the spring semester, fellows are also entitled to student privileges and may enroll in additional course work at CSUS at their own expense.

Attendance, participation, and completion of all requirements of the academic seminar are mandatory. Failure to fulfill the terms of the academic program will result in prompt administrative review and possible reduction in pay or dismissal from the fellowship.

The joint academic and professional program projects require successful completion as academic projects and professional work products. Failure to fully participate and work as part of the project team may result in academic and administrative review.

Letter grades are given each semester. Course credits are accrued in the spring semester. California State University, Sacramento requires graduate students to maintain a 3.0 overall GPA. The faculty advisor will report unsatisfactory performance and/or failure to maintain a 3.0 GPA in seminar to the program director. A narrative evaluation reflecting both your academic and professional performance in the program may accompany any letter of verification, inquiry, or recommendation requested from the Executive Fellowship Program.

If a fellow successfully completes the graduate coursework but leaves the program early without permission from both the program director and the mentor, the fellow will forfeit the internship portion of his/her graduate units.

READINGS

Kingdon, John

Moore, Mark
Creating Public Value, Strategic Management in Government, Harvard University Press, 1995

Stone, Deborah
Policy Paradox, The Art of Political Decision Making, Revised Edition, Norton, 2002 (Note the Revised or 2nd edition is substantially different from the first edition.)

Wilson, James Q.
SEMINAR SESSIONS
(Articles are found on SacCt class website)

Orientation Session (Nov. 29) Is California Governable?
Read: “California 2025, Planning for a Better Future” PPIC 2010 update
“LAO – Cal Facts, 2011”
“Study on Five States” by PPIC and Pew Center for the States

Week 1 (Dec. 2) The Governor — chief executive, policy developer, party leader
Read: “New Governors” A series of new governors’ interviews conducted by the National Governors Association following the 1990 election
“Jerry Brown, background”
“Jerry Brown’s Last Stand”

Week 2 (Dec. 9) Where do public and private organizations differ?
Read: Laurence Lynn, “Public Management,” December 2001
Wilson, Preface, Chapters 1 and 2

Week 3 (Jan. 6) Developing the Policy Project -- Training
Meet to review policy project plans.

Week 4 (Jan. 13) Organizational Issues --- An overview using Governor Reagan and Governor Brown’s experiences
Read “Governor Reagan, Governor Brown”
➢ Status Report on Group Projects – 5 minutes.
Memo Topic
Governors, like other executives, operate as a function of personalities, policy goals, their ability to hire qualified or capable staff, and the organization they create or inherit. Where are their organizations’ “strengths” and “weaknesses?” Hypothesize how these strengths and weaknesses impact the governors likelihood of meeting their presumed policy goals.

Week 5 (Jan. 20) Organizational Structure and Decision Making
Read Wilson, Chapters 9 and 11
Memo Topic
Wilson develops a four-fold typology of organizations based on two criteria and each are associated with specific “leadership types or behavior.” Applying this typology and leadership types to your organizations describe your organization. Does the model help to explain how your organization’s procedures or outputs operate?

Week 6 (Jan. 27) Organizational pressures from external sources (A)
Read Wilson, Chapters 3, 4 and 6
Memo Topic
What are your organization’s explicit and implied goals? How are these goals related to specific tasks and how have those tasks been established?
Week 7 (Feb. 3)  
**Organizational pressures from external sources (B)**

Read  
Wilson, Part V (Chapters 13, 14, 15, and 16)

Memo Topic
One way of describing the relationship between interest groups, legislators, and public agencies is to consider it mutual beneficial triangle; previously it was referenced as an “iron triangle.” Wilson describes the interplay of forces as “the context” in which bureaucracies operate. Who are the players in your organization’s iron triangle? Where or how do these influences arise and become evident?

Week 8 (Feb. 10)  
**Internal Organizational Dynamics (A)**

Read  
Wilson, Chapters 5, 7, 8, and 18

Memo Topic
The idea of culture in organizations has been used almost everyone to explain, describe and reflect about organizations and their success and failures. The overuse of the concept might be its undoing. Nevertheless, try using the idea of culture to describe how your organization performs. This involves looking at the informal operations and interactions.

Week 9 (Feb. 17)  
**Internal Organizational Dynamics (B)**

Read  
Wilson, Chapters 10, 17, and 19

Memo Topic
How do your organization’s leaders their autonomy? If democratic governments are responsive and accomplish goals, shouldn’t organizational autonomy be minimized or at least should coordination and cooperation among organizations be valued highly? Discuss how well your organization succeeds in valuing expertise and autonomy while cooperating with others.

Week 10 (Feb. 24)  
**Policy Development --- Setting the Agenda**

Read  
Kingdon, Chapters 1, 2 and 3

Memo Topic
Select a major policy activity, initiative or agenda currently underway. How did this policy arrive at your organization? Did your organization seek it out or was it thrust upon it? In developing and responding to this policy initiative, how much latitude does the organization have? (Look again at the “Iron Triangle” discussion.)

Week 11 (March 2)  
**Policy Judgments --- Criteria**

Read  
Stone, Chapter 1, Part II, Goals

Memo Topic
Describe some public service that is provided through a public program with which you are familiar and discuss at least two competing views about what is the fairest way to distribute the service or the resources that fund the service. For example is it fair to distribute school funding so that each district gets the same amount per student, or is some
other distribution more equitable? Is it more equitable to distribute First 5 grant funds to counties on the basis of which counties serve the neediest pre-school age children? In the example you pick, explain your arguments that it is a fair distribution.

**Week 12 (March 9)**  *Moving the Bureaucracy – Overcoming incremental decision making*

**Read**  
Kingdon, Chapters 4, 5 and 6

**Memo Topic**

Kingdon introduces a policy making or development model, “the garbage can,” that is characterized as messy, appearing chaotic or unfocused, and unresponsive. See if that model or set of ideas helps explain or better describe your organization’s style of policy development. Provide illustrations.

**Week 13 (March 16)**

**Read**  
Kingdon, Chapters 7, 8, 9 and 10

- *Status Report on Group Projects – 5 minutes.*

**Memo Topic**

Partisan, political decisions and processes are essential elements of the policy making process. They influence how leaders and their agencies operate. Kingdon makes an argument that policies are enacted when “policy windows” are open. This occurs when, for example, with new administrations, new leaders, or shifts in public opinion. Describe and analyze how your organization is structured to respond to shifting partisan politics. Using Kingdon’s policy windows approach, illustrate how the agency or groups influencing the agency have “opened” the policy window. What did they do specifically to gain influence in the process?

**March 23 --- No seminar:  University’s Spring Break**

**Week 14 (March 28 -- Wednesday)**  *Public Administrators in action – sizing up the problem*

**Read**  
Stone, Part III: Problems

**Memo Topic**

Defining the problem is strategic. Every description of a problematic situation is portrayed from one of many possible points of view. With reference to a policy issue with which you are familiar describe at least two different portrayals of what the problem *is* and note what tools and approaches are used by those who put forth that definition (e.g., symbols/frames; numbers/data; heroes/villains; cause-effect story).

**Week 15 (April 6)**  *Implementation strategies -- the perspective from policy analysis*

**Read**  
Stone, Part IV: Solutions

- *Status Report on Group Projects – 5 minutes.*

**Memo Topic**

Stone tells us that policy responses to problems are not typically *solutions* or permanent fixes but are *ongoing strategies* or next moves: “Policy is more like an endless game of Monopoly than a bicycle repair,” she writes. Using the topic of your final group project (if you can), describe a bit of the progress of the monopoly game. That is, describe some of the policies that have been adopted in recent years – or at least proposed – to try to
move the pieces around the board (hopefully not to land in jail!). And describe how those policies have moved the issue along, e.g., have they improved things, changed the nature of understanding the problem, etc. In other words, don’t just list bills or new policies but say something about them.

**Week 16 (April 13) Creating Public Value**

Read Moore, Chapter I, Part I, and Conclusion

Memo Topic (choose one)

You’ve been asked to review your organization’s mission. Are the operations meeting the department’s legally mandated mission? Are your “customers” satisfied?

Describe your mentor’s use of “political management” skills to accomplish a specific goal. Who are the important players in the political environment that must be managed?

**Week 17 (April 20) Perspectives on Leadership**

Read Moore, Part II

Robert Behn, “What right do public managers have to lead?” (Symposium: Leadership, Democracy, and the New Public Management)

Memo Topic (choose one)

Moore stresses the need for an organization’s core internal processes and culture to be aligned with the organization’s mission. This view is common place in the organizational literature. But how do we know they are aligned? Comment on the core process (i.e., the means by which your organization uses its resources to produce goods and services for the public) of your (or some) organization and its organizational culture and whether they appear to be well aligned with what the organization is expected to accomplish?

Moore says that change in organizational culture can be powerful, yet it is hard to accomplish. What strategies does he suggest that could be applied to your organization or one with which you are familiar?

**Week 18 (April 25 – Wednesday) Leadership Strategies**

Read Moore, Part III

Robert Behn, “Performance Leadership: 11 Practices that can ratchet up performance”

“America’s Best Run City?”

Memo Topic

Even though public expectations are continuously changing, government leaders have to provide services efficiently. What do you propose to do to make your organization accountable AND efficient?

**Week 19 (May 2) Policy Analysis – Group presentations**
Week 20 (May 11)  California at the Crossroads --- How can we make California’s governments operate more effectively?

Read

Little Hoover Commission “Too Many Agencies, Too Many Rules” review
“California’s Legislators Rarely Cross Party Lines”
“Efforts to Overhaul California’s Governance at a Crossroads”

Memo Topic
There are many proposals to reinvent or reformulate or realign California’s governmental institutions. Make a proposal and provide a justification --- change the Constitution, change the funding and responsibility relationship, or simply get better “bureaucrats?”
CALIFORNIA READINGS  (use as background material)

A. Biographies

Arax, Mark & Rick Wartzman_ The King of California: J.G. Boswell & the Making of a Secret American Empire

Blitz, Michael & Louise Krasmiewicz Why Arnold Matters: Anatomy of a Cultural Icon

Cannon, Lou Governor Reagan: His Rise to Power

Cannon, Lou Ronnie and Jessie: A Political Odyssey

Cray, Ed Chief Justice, A Biography of Earl Warren

Griswold del Castillo, Richard & Richard A. Garcia Cesar Chavez: A Triumph of Spirit

Jacobs, John A Rage for Justice: The passion and politics of Phil Burton

Lower, Richard A Bloc of One: The Political Career of Hiram W. Johnson

Mills, James A Disorderly House: The Brown-Unruh Years in Sacramento

Mitchell, Greg The Campaign of the Century; Upton Sinclair’s Race for Governor and the Birth of New Media Politics

Rarick, Ethan California Rising, The Life and Times of Pat Brown

Rapoport, Roger California Dreaming: The Political Odyssey of Pat & Jerry Brown

Richardson, James Willie Brown: A Biography

Shilts, Randy The Mayor of Castro Street; The Times and Life of Harvey Milk

B. California’s current or recent political landscape

Mark Baldassare California in the New Millennium, The Changing Social and Political Landscape


Bowler, Shaun Citizens as Legislators

Cain, Bruce The Reapportionment Puzzle.

Kahrl, William Water and Power

Krolak, Richard California’s Budget Dance
Mathews, Joe and Mark Paul  
*California Crack Up, How Reform Broke the Golden State and How We Can Fix It*

Pincetl, Stephanie  
*Transforming California: A Political History of Land Use and Development*

Ramakrishnan, S. Karthick and Mark Baldassare  
*The Ties That Bind: Changing Demographics and Civic Engagement in California,” PPIC, 2005*

Reisner, Marc  
*Cadillac Desert*

Peter Schrag  
*Paradise Lost, California’s Experience, America’s Future,* updated in 2004  
*California: American’s High Stakes Experiment,* 2006

### C. California Textbooks

Field, Monica and Brian Kennedy, *The People and Promise of California,* Pearson, Longman

Lawrence, David  
*California, the Politics of Diversity,* Prentice Hall

DeBow, Ken and John Syer  
*Power and Politics in California*

Gerston, Larry and Terry Christensen  
*California Politics and Government*

Korey, John  
*California Government*

Hyink, Bernard and David Provost  
*Politics and Government in California*

### D. California History materials

Brechin, Gary  
*Imperial San Francisco: Urban Power, Earthly Ruins* 1999

Rawls, James and Walton Bean  
*California, An Interpretive History (now in 9th edition)*

The following material is on the class web site in SacCt:

Angel Island – history of Asian immigration

Unrest in California, Kearney and the Workingman’s Party

Odom, Mary  
“City Mothers and Delinquent Daughters”

Sides, Josh  
“L.A. City Limits, African-American Los Angeles from the Great Depression to the present”

Hansen, Gladys  
“Relocation of Chinatown”

Freeman, John  
“(SF) Street Renaming” an interesting picture of SF post the 1906 Earthquake

Nolte, Carl  
“Pearl Harbor was a close thing for the city in 1941”