It is easy to acknowledge that Californians want their governments to work efficiently and fairly; all their governments – federal, state and local. They wish services be provided in an efficient and fair manner. They demand officials be responsive and held accountable to high performance standards. And all this should be done in an era of financial scarcity, using advanced technologies, and for diverse populations who request quite varied burdens.

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 (evaluation) 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 seminar session. **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 readings each week.
- Write a response to the scheduled prompts.
- 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.

**Seminar 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 people have different comfort levels with talking in a group setting, we 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.** When you participate in the seminar, useful rather than voluminous contributions are desirable.

**Writing Assignments:**

Your writing assignments will consist of three distinct projects:

1. **Five Essays** responding to questions or prompts posted in the syllabus. Most of these questions deal with the selected readings. Each essay should not be longer than 1200 words (five to six pages, double spaced). *(Accounting for 25% of the course grade.)*

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

3. **A group project involving both a written and oral presentation.** See Group Project below *(40% of the course grade.)*

**A. Five Essays in conjunction with readings and case studies**

Through Week 20 you will submit a total of five (5), 1200 words (5-6 pages, double-spaced) memos in response to the questions or prompts on the syllabus.

They are to be written and submitted electronically no later than midnight before the seminar meeting (to my semler@csus.edu account) in an acceptable format using appropriate bibliography
or footnotes.

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.

I’ve added a sixth topic paper prompt. You will still respond to five prompts; your choice of prompt.

**B. Organizational Design Analysis**

By March 22nd 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**

The “Academic Policy Project”

Public policy analysis involves not just the development of policies, but analyses of how governments implement programs. California is actively implementing the new federal Affordable Health Care law. All the Fellows will be examining how California is implementing this law in five different areas or communities of interest. You will be divided into three or four member teams:

i) **Teams and areas of responsibility:**

1. **Consumer Education** (How well is the State is providing information): (Team 1)
   a) Consumer education and receptiveness
   b) Public opinion,
   c) Media relations
   d) Community groups

2. **Insurance Industry** (Team 2)
   a) Insurance company responsiveness,
   b) Variation among insurance companies

3. **Businesses, includes non-profits** (Team 3)
   a) Small businesses
   b) Non-profits
   c) Including includes employee relations

4. **Government**: Relationships and impacts at the (Team 4)
   a) Federal
   b) State
   c) Local
   d) Employee unions
(5) Health Care Providers (Team 5)
(a) Physician
(b) Hospitals
(c) Community Clinics

These five groups were created to divide the major constituencies that will confront implementation questions. At this time the boundaries are loose, i.e. some issues overlap. In any case in each area the Fellows will address, at a minimum, these four topics:

i) State legislative history and assess potential impacts,
ii) Legal constraints imposed by federal and state laws,
iii) Financial burdens and benefits to government (state and local) and the private sector, and
iv) Communication success/problems to relevant constituencies, including political leaders.

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In order to work on this project, the Fellows will work on their project in two parts.

December 2012 to January 2013

Part I

1) **By January 18.** Each group, collectively, will identify the key players and issues for each of the five constituent areas.
2) **On February 8** each group, collectively, will submit a written report addressing the four topic areas.

Part II

3) By the end of April: Fellows will have investigated and analyzed the major themes facing the state relative to the constituent areas and how the state is planning and, perhaps, should be planning to deal with those constituencies’ needs.
   a) **Research:**
      i) Interviews (minimum number TBD)
      ii) Library and Archive Research
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

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 this 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 leaves the program early without permission from the program director and the mentor, the fellow will forfeit the internship portion of his/her graduate units and all letters of recommendation from the program shall reference the departure and lack of course completion.

**TEXTS**

Gromley, William T. Jr. and Steven Balla  
_**Bureaucracy and Democracy, Accountability and Performance**, CQ Press, 2013, **Third Edition (referenced as Bureaucracy)**

Lustig, R. Jeffrey, ed.  _Remaking California, Reclaiming the Public Good_, Heyday Books, 2010

Moore, Mark  
_Creating Public Value, Strategic Management in Government_, Harvard University Press, 1995

**SUPPLEMENTAL READINGS and Cases**
SEMINAR SESSIONS
(Articles and cases are found on the Seminar’s Blackboard website)

Orientation Session (Nov. 28) Introducing California – history, culture and future
Read: “History, Myth and Political Instability in California” Hodson
“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) Background on California
Read Remaking California, Part II
Group presentations on six topics:
- History and application of the initiative process (state and local)
- History and issues of the state’s budget process (revenues and expenditures)
- Changes in the legislature since 1958
- The plural executive (roles and performance of governors and Constitutional officers) since 1945
- Shifts in federal-state-local interdependencies
- Lobbying the offici-dalm – elected leaders and agency officials – who is doing what and how are they doing it.

Week 2 (Dec. 7) The Bureaucracy—Who are They and are They accountable?
Read: Laurence Lynn, “Public Management,” December 2001
Bureaucracy, Chapter 1
Kettl, the Mildred Paradox and Corollary
(Continuing presentation of background topics)

Week 3 (Dec. 14) The Political Side of Decision Making – a first blush
Read Gary Willis, “What Makes a Good Leader”
Case Study: Babcock Place
(Continuing presentation of background topics)

Week 4 (Jan. 4) Trade-Offs – community pressure or expertise; what criteria?
Read Case Study: Babcock Place (continued)

Week 5 (Jan. 11) Placement Reviews – Discussion of placement issues.

Week 6 (Jan. 18) Bureaucratic Reasoning – the process
Read Bureaucracy, Chapter 2
Case Study: California Adoption Assistance Program
(Additional material on class web site)

Week 7 (Jan. 25) Briefing on Health Care Implementation Project ALL DAY

Week 8 (Feb. 1) Calling the Shots: Bureaucracies’ Bosses
Read Bureaucracy, Chapter 3
Case Study: Holding Teachers Responsible for Fixing Failing Schools…”

1st Topic Paper
Briefly, why was your organization created? How is it structured currently? (If you work for an elected official, analyze how the office is structured.) What are its main outputs (products or services)? (Again, if you work for an elected official, what is the office’s main obligation?) What is the organization’s professed outcomes, i.e. what will occur as a result of changes in outputs? How does the organization’s leaders measure or assess both outputs and outcomes? To whom is the organization responsive or accountable?

Week 9 (Feb. 8) Interdependencies – Government Agencies and their “clients”
Read Bureaucracy, Chapter 4
Status Report on Health Group Projects due

Week 10 (Feb. 15) Policy Development --- Setting the Agenda
Read How Bush Manages the Presidency
Two pieces on the Obama Administration – at the start and recently
  Bruised by Stimulus Battle, Obama Changed His Approach to Washington (NY Times April 29, 2009)
  Still Waiting for the Narrator in Chief (NY Times, October 30, 2012)
Case Study: The Limits of Public Service Discretion: The Silver Affair
(Mentors will join us)

2nd Topic Paper:
In the context of your placement (elected official or department) 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? Within the organization, how are policy options decided upon? What criteria are used?

Week 11 (Feb. 22) Policy Judgments --- Criteria
Read Case Study: Wolf Politics -- this involves a simulation where students will act in specific roles. The mentors will be US Senators.
(Mentors will join us)

Week 12 (March 1) Consequences of Decision Making or the Lack of Decisions
Read Bureaucracy, Chapters 5 and 6
(Chapter 6 uses four examples to illustrate previous points; we will use them as case studies)

3rd Paper Topic:
Think how your organization’s leadership views and works with individuals and other organizations. Gormley and Balla present three models or approaches that can be used to describe how organizations and their leaders conduct their business: a “principal-agent” relationship (74-80), a “network” (162-165), and a “tools” approach (165-166). Using one of these approaches describe how your organization’s decision makers work with other
organizations, outside groups or interests, or manage employees. Use a single, real world example to illustrate your points.

**Week 13 (March 8)**  **Rating Your Agency -- Are some better than others? Why?**

- **Read** Bureaucracy, Chapter 7
- “Surprising but true: Half the decisions in organizations fail”
- Case Study: Denise Fleury and the Minnesota Office of State Claims

**Presentation on the State Budget Process**

**Week 14 (March 15)**  **Creating Public Value**

- **Read** Moore, Chapter 1, Part I, and Conclusion
- Case Study: Division of Water Resources, Part A

**Status Report on Group Projects – 15 minutes.**

**Week 15 (March 22)**  **Public Administrators in action – sizing up the problem**

- Visit at DMV field offices and meeting with Department Leadership Team.
- All Day and Discussion following.

**Organizational Analysis paper due** (see separate instructions and comments above)

**March 29 --- No seminar: University’s Spring Break**

**Week 16 (April 5)**  **Making Choices**

- **Read** Moore, Part II
- Case Study: Labor-Management Cooperation at the Los Angeles Bureau of Sanitation

**Status Report on Group Projects – 15 minutes.**

**4th Topic Paper**: (Select one)

A. 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?

B. Changes in organizational culture can be powerful, yet hard to accomplish. What strategies does Moore or others suggest that could be applied to your organization? How would you implement those changes, assuming having some power to do so?

**Week 17 (April 12)**  **Perspectives on Leadership**

- **Read** Moore, Part III
- Robert Behn, “Performance Leadership: 11 Practices that can ratchet up performance”
- Case Study: Goodbye to Happy Hour Moore,
5th Topic Paper
Discuss and analyze your mentor’s use of “political management” skills to accomplish a specific goal. (If you wish, you may also analyze another leader in the organization or compare the activities of these people.) Who are the important players in the political environment that must be managed?

Week 18 (April 19)  Leadership Strategies
Read  Case Study: Implementing Budget Cuts in the Basic Health Plan, Part A
Supplemental Information for the Basic Health Plan case study
You will be in five groups to discuss alternatives for disenrolling the plan’s members. This will start our discussion and there will be additional material distributed during the seminar. It is a useful subject in light of the policy implementation project.

NOTE: There is no scheduled seminar for April 26. Interviews for next year’s Fellowship program is scheduled for this week and next.

Week 19 (May 1 – Wednesday)  Leadership Styles in Practice
Read  “The Upside of Being an Introvert (And Why Extroverts are Overrated)”
Must Great Leaders be Gregarious?”
“Win Wars? Today’s Generals Must Also Politick and Do P.R.
“Perfect for a Job She Created”, by Floyd Norris
“Mao and the Art of Management”, book review
Case Study: Ethics Case: What’s Really Going On? (A)

Week 20 (May 10)  Health Care Project Analysis – Group presentations Begin

Week 21 (May 17)  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
“Efforts to Overhaul California’s Governance at a Crossroads”

6th Topic Paper
After observing and analyzing California’s state government, you have developed some definite opinions about its operation and structure. Many proposals have been made (including several in Jeff Lustig’s collection) to reinvent, reformulated or realign (between the state and local governments) institutions or practices. Make a proposal, provide a justification, and describe how it would be implemented, i.e. not just that a law is needed.
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


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


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


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 history material are on the class web site in Blackboard:
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”