

# PPA 240A

## Public Management & Administration

Fall 2019

Wednesdays  
6:00 pm - 8:50 pm

Downtown Campus  
Classroom #110



**Instructor:** Dr. Sara McClellan

**Office Hours:** Wednesdays from 3:45pm-5:45pm and by appointment:  
[www.saramcclellan.com/appointments](http://www.saramcclellan.com/appointments)

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## Course Overview

"Public management" covers many concepts—management of public systems, understanding of democratic institutions, and the tools needed to be effective in complex public systems. Although the focus is on public sector organizations, we will also discuss not-for-profit and private organizations; many organizations have similar problems although their underlying rationale for existence may be quite different.

The 240A and 240B sequence is about understanding and improving the functioning of

public organizations. This is an application course that gives you a chance to apply lessons from your graduate studies as well as from your own organizational experience. Because organizations are rarely tidy, we will conduct our applications in as realistic a model as possible by consulting with public sector clients in teams. We will draw upon case studies, your own experiences, and real situations frequently in class and assignments.

### Required Texts

You may purchase books through the campus bookstore or online. You will also need to access course articles, podcasts, etc. via Canvas.

### Required Books:

- Bolman, L. G., & Deal, T. E. (2017). *Reframing organizations: Artistry, choice, and leadership.*
- Denhardt, R. B., Denhardt, J. V., & Blanc, T. A. (2013). *Public administration: An action orientation (from PPA 200)*
- Galvan, Jose L. (any edition) *Writing literature reviews: A guide for students of the social and behavioral sciences.*
- Shafritz, J. M., Ott, J. S., & Jang, Y. S. (2015). *Classics of organization theory, 8<sup>th</sup> edition.*
- Wilson, James Q. (1991). *Bureaucracy: What government agencies do and why they do it.*

## Assignments

**Writing Expectations:** Please submit well written and proofread papers on time and with appropriate citations (using APA format). Each type-written paper should include a cover page containing your name, email, and the assignment title. Use standard margins and 12-point font, pagination, and double-spacing. Unless otherwise described in assignment instructions, papers should be analytical in nature, and you should use the theories and concepts from class to illuminate a particular situation. I may return papers that do not meet these expectations.

Save your files using the following naming convention:

Last Name, First Initial, Assignment Title, Date

Ex: RodriguezM\_Memo1\_9-7-19

### Late Assignments

I will not accept late assignments unless you experience a highly unusual circumstance. At my discretion, I might give a make-up assignment **if you notify me of your circumstances and request this modification in advance**. Whether or not I assess a penalty depends on the reason (e.g., a family emergency constitutes a good reason; a competing requirement for another course does not).

### Academic Honesty

I take issues of academic honesty (including plagiarism) seriously and you should as well. If you are unfamiliar with the specifics of University policy in this area I recommend you review the appropriate section of the University Policy Manual:

<http://www.csus.edu/umannual/AcademicHonestyPolicyandProcedures.htm>.

## Course Format

This is a seminar-style course. Come to class prepared to participate in conversations and activities related to the materials you have read. I anticipate spending a lot of our time on application of materials. If you have not done the reading, you will be at a distinct disadvantage.

### Students with Disabilities

Should you need assistance with portions of class due to a disability(ies), please let me know as soon as possible. The University offers services to student with disabilities and I would be glad to refer you to the appropriate campus unit.

### Class Participation & Absences

We have a tremendous opportunity to learn from each other. The best way to do that is to be prepared for class and willing to share your own thoughts and experiences. You will receive a reduced class participation grade if you consistently fail to engage in class participation.

I expect you to attend all class sessions unless you have a compelling reason not to do so. Please notify me in advance if you need to miss a class. If you have to be late, leave early, or miss a class for an emergency, please let me know. Except under unusual circumstances, I will penalize you one full grade if you miss three classes and give you a failing grade if you miss more than three classes.

This course aims to address the following learning objectives:

PPA LEARNING OBJECTIVES	APPLICATION IN PPA 240A
(1) c. Analyze and evaluate alternatives and offer solutions	Practice analyzing organizational techniques and behaviors based on an initial exploration of key organizational functions and features; outline potential dilemmas and possible solutions for future research.
(1) e. Draw upon multiple disciplines to understand and address policy and administrative problems	Develop a sophisticated sense of the form(s) and functioning of organizations by applying theoretical concepts and approaches from multiple disciplines; explore the relationships between organizations and their environments from different theoretical perspectives.
(1) f. Effectively review a literature to help address a problem	Become familiar with key scholars and theories in the organization theory literature in relationship to a problem, idea, or issue.
(2) a. Use different analytical skills and tools strategically	Apply a variety of tools and frameworks to better understand an organization's function, culture, leadership, context, and outcomes.
(2) b. Work effectively in groups	Explore different theoretical and applied approaches to group process; apply effective evidence-informed strategies to form applied research teams, communicate effectively, and manage and implement organizational projects.
(2) c. Understand the critical role of effective leadership in the public sector	Identify and describe the changing conditions public sector leaders must navigate; examine the vital role government managers play relative to both everyday management and visionary leadership; learn about how leaders network and innovate to address evolving organizational dilemmas.
(3) a. Understand your obligation to advance public value	Integrate concepts of public responsibility, resource stewardship, and outcomes specification into organizational analysis.
(3) d. Understand the significance of diversity in effective public governance in California	Explore relationships between diversity, inequality, and different forms of social, economic, and political power within organizations; apply diverse frames of reference to explore organizational dynamics and personal interpretations and decisions.

Individual Assignment #1:  
**Personality Inventory Reflections (2 pages)**  
 Due October 2

Complete the Hexaco Personality Inventory: <http://hexaco.org/hexaco-online>

Write a 2-page reflection on how you believe your personality style (reflected in your own work experiences and the results of your Hexaco Personality Inventory) is impacting, or likely to impact, your public sector career experiences. For example, how might your personality style and related preferences or tendencies influence:

- your choice of positions?
- your work on teams?
- your relationships with supervisors?
- your capacity to succeed at different types of tasks or projects?

Individual Assignment #2:  
**Characteristics of Public Sector Organizations (4-5 pages)**  
Due October 30

Numerous political pundits and popular management writers have weighed in on the functioning of public versus private sector organizations. Some highlight significant distinctions while others claim that these sectors can—and/or should—function in largely similar ways.

Conduct a modest literature review, drawing on class readings and at least 2-3 additional academic resources, to develop a thoughtful and well-supported argument about the extent to which there appear to be relevant differences between public and private sector organizations.

Individual Assignment #3:  
**Tool for PPA Toolkit** (along with a 2-3 paragraph explanation)  
Due on November 20

Submit your tool (or a visual image that captures your tool) in addition to a brief (2-3 paragraph) explanation that: (a) introduces and explains the tool and/or concept you've included, (b) references relevant course authors/sources for this tool, (c) explains why it is important to you, and (d) shares how you have learned to use this tool and/or anticipate using it in the future. We will discuss this more as the semester progresses.

**What form can my Toolkit take?**

- 3x5 cards
- An infographic
- A binder
- A collage
- Other? Create what works for you!

**Client Project**

Throughout the semester, you will work in small teams to analyze an administrative problem or opportunity for clients/partners in public and nonprofit organizations in the Sacramento region. We will form teams and meet with potential clients to scope projects early in the semester. You will be responsible for submitting key project deliverables throughout the semester as outlined below.

These projects will likely require you/us to deal with messy and ambiguous topics. Clients may not always be clear about what they are looking for or hoping to accomplish, and circumstances and available information is likely to evolve as you conduct your analysis. We will use your experiences to explore the relationship between public policy scholarship and administrative implementation throughout the semester. I will not evaluate you on your ability to create a neat and tidy analysis so much as on your ability to apply alternative organizational frames or perspectives to uncover and make sense of tricky tensions, important questions, and complex or conflicting information. I will also look to see how you apply in-class readings and concepts to make sense of what you encounter in your work. I do not expect you to develop client recommendations this semester, although you may wish to raise considerations or questions that point to future options. We will explore alternative practices to inform client options and formulate recommendations in 240B.

Team Assignment Components	Due Date
<p><b>Team Assignment #1: Client Proposal/Scope of Work (3-4 pages)</b></p> <ul style="list-style-type: none"> <li>• <b>Problem or Opportunity:</b> A brief description of the administrative problem or opportunity the client would like to better understand—what is going on and what would the client like to learn about current administrative needs, organizational dynamics and practices, resources, etc.?</li> <li>• <b>Importance/Relevance:</b> A brief explanation of why this problem or opportunity appears to be worth examining—what is at stake if this is/isn't better understood?</li> <li>• <b>Team Work Plan:</b> A chart or other simple visual display that shows how your team plans to conduct an organizational analysis of this administrative problem or opportunity (i.e., who will do what by when).</li> </ul>	September 25
<p><b>Team Assignment #2: Problem or Opportunity Analysis—Part I: 'The What' (4-5 pages)</b></p> <p><b>Problem or Opportunity Definition:</b> Define the problem or opportunity, and take different perspectives into account to answer the following questions:</p> <ul style="list-style-type: none"> <li>• What is happening (or not happening)?</li> <li>• Who appears to be impacted by the current situation or practices?</li> <li>• Is this largely an issue of policy or organizational implementation/administration?</li> </ul> <p><b>Analysis of Impact:</b> Draw on—and cite—available evidence to answer the following types of questions:</p> <ul style="list-style-type: none"> <li>• What are the consequences of the status quo?</li> <li>• Who might benefit from the current situation? Who might lose or suffer from the current situation?</li> <li>• What does relevant organizational research tell us about the nature of this problem or opportunity?</li> </ul>	October 16
<p><b>Team Assignment #3: Problem or Opportunity Analysis—Part II: 'The How' (5-6 pages)</b></p> <p><b>Multi-Frame Analysis:</b> Apply relevant Bolman and Deal Frames to analyze how existing administrative structure(s), human resources, culture, and/or politics may function to produce the existing problem or (opportunity) gap. For example, does insufficient staffing or training appear to contribute to a problem? Might it be hard to negotiate or implement a solution to a problem due to particular political interests? Is the current organizational structure creating or exacerbating a problem? Based on what evidence and organizational theory?</p> <p><b>Value of the Multi-Frame Analysis:</b> Provide a brief explanation of if/how you believe this multi-frame analysis is likely to be useful in assessing the viability of potential solutions or future improvements.</p>	November 13
<p><b>Team Assignment #4: Client Presentation</b></p> <p><b>Executive Summary/Overview of Findings:</b> Prepare a brief (approx. 2 page) handout or visual summary of key findings from your analysis for your busy client(s).</p> <p><b>Oral Presentation:</b> Deliver a concise and engaging 10-minute presentation that highlights key findings for your client and paves the way for future problem-solving. Be prepared to answer client questions following your presentation.</p>	December 4

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<p><b>Team Assignment #5: Project Reflections</b>  <b>Final Reflections:</b> Submit a 1-2 page team reflection on the value of your presentation, the challenges you encountered, and the strengths and weaknesses you perceived in your final presentation.</p>	<p><b>December 11</b></p>
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## Grading

Assignment/Activity	% of Grade
Individual Assignment #1: Personality Inventory Reflections	20%
Individual Assignment #2: Characteristics of Public Sector Organizations	10%
Individual Assignment #3: Tool for PPA Toolkit	10%
Team Assignment #1: Client Proposal/Scope of Work	5%
Team Assignment #2: Client Problem or Opportunity Analysis Part I	10%
Team Assignment #3: Client Problem or Opportunity Analysis Part II	15%
Team Assignment #4: Client Presentation	15%
Team Assignment #5: Client Project Reflections	5%
Engagement in Discussions, Activities, etc.	10%

**Total:** 100%

## PPA 240B Course Outline and Schedule

\* All articles, reports, videos, and podcasts below are available via Canvas.

Date	Topic	Readings	Assignments
Week 1 Aug. 28	Introduction to Public Administration Theory	<ul style="list-style-type: none"> <li>• deTocqueville, A. (1835). <i>Democracy in America</i>. (Excerpt)</li> <li>• Rutgers, M. (2010). Theory and scope of public administration: An introduction to the study's epistemology. <i>Public Administration Review</i>, 1-45.</li> <li>• Kettl, D. F. (2017). The Clumsy War against the Administrative State. <i>Public Administration Review</i>, 77(5).</li> <li>• Galvan, Part I, Chapter 1</li> </ul>	
Week 2 Sept. 4	Introduction to Organizational Behavior and Management Theory	<ul style="list-style-type: none"> <li>• Bolman &amp; Deal Chapters 1 and 2</li> <li>• Wilson, Chapter 1</li> <li>• Galvan, Part I, Chapter 3</li> <li>• Shafritz &amp; Ott, Introduction</li> <li>• Schein, E. (1997). Client Working Paper: The concept of client from a process consultation perspective: A guide for change agents.</li> </ul>	
Week 3 Sept. 11	Client Project Scoping Session	<ul style="list-style-type: none"> <li>• Flyvbjerg, B. (2006). Five misunderstandings about case-study research. <i>Qualitative Inquiry</i>, 12(2), 219-245.</li> <li>• Practical Consulting Guides:</li> </ul>	

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		<ul style="list-style-type: none"> <li>○ <a href="https://instituteod.com/how-contracting-results-works-organization-development/">https://instituteod.com/how-contracting-results-works-organization-development/</a></li> <li>○ <a href="https://hbr.org/1982/09/consulting-is-more-than-giving-advice">https://hbr.org/1982/09/consulting-is-more-than-giving-advice</a></li> </ul>	
Week 4 Sept. 18	Organizational Theory History	<ul style="list-style-type: none"> <li>● Shafritz &amp; Ott, Chapter 1, Sections 2, 5, 6, 7 &amp; 8</li> <li>● Kavanagh book review: “Defining and creating value for the public”</li> <li>● Galvan, Part I, Chapter 4</li> </ul>	Client Proposal/Scope of Work draft (hard copy) due in class to discuss
Week 5 Sept. 25	Organizational Purpose and Meaning	<ul style="list-style-type: none"> <li>● Wilson, Chapters 2 &amp; 5</li> <li>● Pattakos &amp; Dundon PA Times editorial on “The Crisis of Meaning”: <a href="https://patimes.org/crisis-meaning/">https://patimes.org/crisis-meaning/</a></li> <li>● Chen (2018) article: “How accurate are personality tests?” <a href="https://www.scientificamerican.com/article/how-accurate-are-personality-tests/">https://www.scientificamerican.com/article/how-accurate-are-personality-tests/</a></li> <li>● Complete the Hexaco Personality Inventory: <a href="http://hexaco.org/hexaco-online">http://hexaco.org/hexaco-online</a></li> <li>● Porter (2019) HBR article: “To Improve Yourself First Work on Yourself”</li> </ul>	<b>Team</b> Assignment #1: Client Proposal/Scope of Work
Week 6 Oct. 2	Organizational Structure	<ul style="list-style-type: none"> <li>● Bolman &amp; Deal, Chapters 3, 4 &amp; 5</li> <li>● Kuprenas (2001) article: “Implementation and performance of a matrix organization structure”</li> </ul>	<b>Individual</b> Assignment #1: Personality Inventory Reflections due
Week 7 Oct. 9	Human Resources: Theory and Function	<ul style="list-style-type: none"> <li>● Bolman &amp; Deal, Chapter 6</li> <li>● Denhardt, Denhardt &amp; Blanc Chapter 6: The Management of Human Resources</li> </ul>	
Week 8 Oct. 16	Human Resources: Motivation and Retention	<ul style="list-style-type: none"> <li>● Bolman &amp; Deal, Chapter 7</li> <li>● Shafritz &amp; Ott, Chapter 3, Sections 12-14</li> <li>● Lavigna, R. (2014) Harvard Business Review article: <a href="https://hbr.org/2014/11/why-government-workers-are-harder-to-motivate">https://hbr.org/2014/11/why-government-workers-are-harder-to-motivate</a></li> <li>● Paarlberg &amp; Perry (2017) article: “Public service motivation research: Lessons for practice”</li> </ul>	<b>Team</b> Assignment #2: Client Problem/Opportunity Analysis due
Week 9 Oct. 23	Organizational Culture	<ul style="list-style-type: none"> <li>● Bolman &amp; Deal, Chapters 12, 13, &amp; 14</li> <li>● Wilson, Chapter 6</li> <li>● Lyon (2017) 10-minute mini lecture on Schein’s Organizational Culture Theory (video: <a href="https://www.youtube.com/watch?v=wd1bsxWeM6Q">https://www.youtube.com/watch?v=wd1bsxWeM6Q</a>)</li> <li>● Schein, E. (1990). <i>Organizational culture and leadership</i> (optional via Canvas)</li> </ul>	



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Week 10 Oct. 30	Organizational Politics: Public Sector Context	<ul style="list-style-type: none"> <li>• Bolman &amp; Deal Chapters 9, 10, &amp; 11</li> <li>• Denhardt, Denhardt &amp; Blanc Chapter 2: The Political Context of Public Administration</li> </ul>	<b>Individual</b> Assignment #2: Characteristics of Public Sector Organizations due
Week 11 Nov. 6	Organizational Politics: Power & Influence	<ul style="list-style-type: none"> <li>• Fleming, P., &amp; Spicer, A. (2007). <i>Contesting the corporation: Struggle, power and resistance in organizations</i>. Cambridge, UK: Cambridge University Press. Chapter 1 (available via Canvas)</li> <li>• Shafritz &amp; Ott, Chapter 6, All Sections</li> </ul>	
Week 12 Nov. 13	Engaging Stakeholders	<ul style="list-style-type: none"> <li>• Yang, K. (2005). Public administrators' trust in citizens: A missing link in citizen involvement efforts. <i>Public Administration Review</i>, 65(3), 273-285.</li> <li>• Fledderus, J., Brandsen, T., &amp; Honingh, M. (2014). Restoring trust through the co-production of public services: A theoretical elaboration. <i>Public Management Review</i>, 16(3), 424-443.</li> <li>• Cremer (2016) HBR article: "When Transparency Backfires, and How to Prevent it"</li> <li>• Review International Association for Public Participation Resources: <a href="https://www.iap2.org">https://www.iap2.org</a></li> </ul>	<b>Team</b> Assignment #3: Client Problem or Opportunity Analysis Part II due
Week 13 Nov. 20	Tool Kit Sharing and Dry Run Presentations	No Reading	<b>Individual</b> Assignment #3: Tool for PPA Toolkit due
No Class Wednesday, November 27 – Team Assignment #4 Final Prep on Your Own Time			
Week 14 Dec. 4	Client Presentations	No Reading	<b>Team</b> Assignment #4: Client Presentation due
Week 15 Dec. 11	Finals Week/No Class		<b>Team</b> Assignment #5: Client Project Reflections due