

Public Policy and Administration PPA 240A
Public Management and Administration

Fall 2018*

Wednesdays 6:00 pm - 8:50 pm
Location: Downtown Campus, Classroom #110

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Office Hours: Wednesdays from

3:00pm-5:45pm and by appointment

Office Hours Location: Downtown
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Introduction and Course Objectives

"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; most organizations have similar problems although their underlying rationale for existence may be quite different.

The 240A and 240B sequence are about understanding and improving the functioning of public organizations. We will use the Bolman and Deal concept of “re-framing” to examine organizations from multiple perspectives including structural, human resource, political and symbolic (Bolman and Deal 2013). This will serve as the springboard of our yearlong exploration of organizations.

This course is designed as an applications course—to give you chances to apply what you have been learning in your graduate studies as well as in your own experience in organizations. Because organizations are rarely tidy, we will conduct our applications in as realistic a model as possible. In other words, our work will not always be “tidy”. However, this is a much better approximation of what you will encounter in the thesis stage and the real world. We will draw upon case studies, your own experiences, and real situations frequently in class and assignments.

This course aims to address the following learning objectives:

PPA LEARNING OBJECTIVE	HOW APPLIED 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.

* This is a living document that may evolve throughout the semester. You will receive any revised versions via email and Canvas with updates marked in yellow.

(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 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.

Format of Course

The course is taught in a seminar style. Come to class prepared to participate in conversations about 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.

Class Attendance

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. Except under unusual circumstances, a student who misses three classes will be penalized one entire grade (e.g. an A- for the course will become a B-), and a student who misses more than three classes will receive a failing grade.

Class participation

We have a tremendous opportunity to learn from each other. The best way to do that is to be prepared for class and be 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 (in addition to the fact that you will learn less).

Academic Honesty

I take issues of academic honesty (including avoiding 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 on-line University Policy Manual: <http://www.csus.edu/umannual/AcademicHonestyPolicyandProcedures.htm>.

Grading

Paper 1: 10%

Paper 2: 15%

Paper 3: 15%

Paper 4: 25%

Group Project: 25%

Class Participation: 10%

Total 100%

Assignments

Writing Expectations: *One of the greatest skills the PPA program develops is your writing ability. I expect papers to be proofread, well written, appropriately cited, and on time. All papers are to be typed, double spaced, paginated, and fall within the page limits specified. Each paper should include a cover page containing your name, your email, and the assignment title. Please use a standard 12 point font and standard margins. Unless otherwise described in assignment instructions, all papers should be analytical in nature, using the theories and concepts from class to illuminate a particular situation. Papers not meeting these criteria may be returned to you on a case-by-case basis.*

Paper 1

Several core ideas have shaped our understanding of organizations over time. For this first paper, I'd like you to discuss some of these big ideas. Given what you know and reflecting on your own experience, what ideas do you see being used in organizations today? I am interested in your ability to capture main ideas and then provide examples from organizations that you have some experience with either as an employee, customer/consumer or perhaps something you have read in the newspaper.

The goal of this first paper is to begin exploring a few of those characteristics and dynamics that are found across virtually all organizations, regardless of the functions or purpose of the organization and the sector.

3-5 pages, due in hard copy September 19 at the beginning of class

Paper 2

Identify a public or non-profit organization with which you have some familiarity. The purpose of the paper is to gain practice at getting a handle on the structure and core function(s) of an organization. Describe the mission, goals, purpose, size, and structure of the organization. If it is a public organization, include a description of the statutory responsibility of the organization. Then, analyze the structure and purpose and determine whether the "form appears to follow the function": is the structure a good match? On the face, is the organization structured to accomplish its mandate? Why or why not?

4-6 pages, due in hard copy October 10 at the beginning of class

Paper 3

Use the same organization for this paper as you did for paper 2. In this paper, draw upon the characteristics you have already discussed to make some educated guesses about what the organization's culture might be like. To do this, dive deep into any publicly available materials.

Visit the website, look through publicly available reports, audits, articles, and, if possible, visit the organization in person to see what you can learn. In addition to making some educated guesses about the organization's culture based on this evidence and on course materials, you should also make some observations about what you think your findings mean in the context of the organization's ability to fulfill its mission.

4-6 pages, due in hard copy November 7 at the beginning of class

Paper 4

For this literature review, choose a topic related to organizations and public management that interests you. The review will describe what is known about the topic, what researchers are exploring, and how the ideas are being used in organizations currently. This will require you to review older research in our textbooks, and then search for more current literature. You should conclude this paper with thoughts about what we know, what seems to be missing from our understanding, and what might be possible research or thesis topics based on this review of existing literature.

Plan to select a literature review topic by October 3 and clear it with me before you proceed. You should be reading over the course of the semester as I will expect you to be conversant in the topic. A well done literature review involves reading many articles that don't wind up in the review, so anticipate spending a large amount of time reading. We will discuss this paper in class as the semester progresses.

10-12 pages, due electronically on December 12

Group Project

The 240 series provides a unique opportunity to work with Yolo County on projects that allow us to apply what we've learned to organizational topics impacting the county. Project teams and topics will be assigned within the first three weeks of class.

For this project, each team will prepare a presentation, paper, and visual. Your assignment is broken into several parts throughout the semester. To ensure we stay on track, I will ask groups to check in with me periodically to report on progress.

First, your group will need to develop an understanding of the organizational topic. This overview should include an appropriate review of relevant research as well as a comparative assessment of what is happening on the topic in other jurisdictions. We'll discuss this more in class. The purpose of "Check-In 1" on October 3 with your group will be to see your progress on this step.

The next step will be to look closely at Yolo County and what they are doing in regards to the topic. You will need to look specifically at the county website and publicly available documents, along with news stories and other public sources. Once you have a good framework of understanding, your team will be allowed to schedule one interview with a subject matter expert in the county. You'll prepare a list of questions that should help you with the next step. The purpose of "Check-In 2" on October 31 with your group will be to hear about your assessment and plan for interviews. Do not schedule interviews until this phase has been completed.

Given what you have learned about the topic, what the county is doing, and what you have learned in class, conduct an assessment of how the organizational topic is addressed in Yolo County using the 4 frames (Structure, Human Resources, Culture/Symbolic, and Political). This is where research and policy meet organizational practice. Your assessment should be followed by a list of recommendations you'd like the county to consider based on what you've learned.

Both the presentation and paper should be aligned and roughly follow the outline steps above. Class presentations will be on December 5. Each group will have no more than 15-20 minutes to present. You should prepare and distribute a visual item to support your presentation. We'll discuss this more in class – but it should augment and inform the presentation. Our third and final "Check-In" on November 22 will be to preview your presentation outline, findings and recommendations, and visual.

Group papers will be due electronically on December 12. The group paper should be 10-12 pages. The final draft of this paper should be 95% complete by the presentation

date. However, the final group paper is due a week after the presentation to allow you to make any necessary changes based on presentation feedback you receive.

Reflection on Group Process

Because learning about how groups organize and function is a critical part of this course, I also want you to submit a one-page reflection on your experience working with your group. The reflection is due the night of your team presentation (Dec. 5), in hard copy.

Readings and Texts:

The books are available in the bookstore or may be purchased through Amazon or another on line provider (many students use www.half.com.)

Please keep the books by Bolman & Deal and Denhardt, Denhardt & Blanc as they will serve as core texts for 240B as well.

Several electronic readings are embedded in the syllabus or available on Canvas (accessible via the PPA Department website www.csus.edu/mppa). Access to these may require a University library connection, either from campus or through your home computer that has been set up for remote access to campus.

Required Texts:

Bolman, L. G., & Deal, T. E. (2013). *Reframing organizations: Artistry, choice, and leadership, 5th Edition*. San Francisco, CA: Jossey-Bass.

Denhardt, R. B., Denhardt, J. V., & Blanc, T. A. (2013). *Public administration: An action orientation*. Belmont, CA: Wadsworth Publishing.

Galvan, Jose L. (any edition) *Writing Literature Reviews: A Guide for Students of the Social and Behavioral Sciences*. Glendale: Pyczak Publishing. Specific reading assignments begin on the next page.

Rainey, H. G. (2014). *Understanding and managing public organizations, 5th edition*. San Francisco, CA: Jossey Bass.

Shafritz, J. M., Ott, J. S., & Jang, Y. S. (2015). *Classics of organization theory, 8th edition*. Belmont, CA: Wadsworth Publishing.

Wilson, James Q. 1991. *Bureaucracy: What government agencies do and why they do it*. New York: Basic Books Classics.

Course Outline and Schedule

Date	Topics and Assigned Readings	Assignments
August 29	<p>An Introduction to Studying Organizations and Management</p> <p>Readings:</p> <ul style="list-style-type: none"> • Rainey, Chapter 1 • Galvan, Part I, Chapter 1 • Explore the International City/County Management Association website: https://icma.org/ • Explore the Organization Development Network website: https://www.odnetwork.org/ 	
Sept. 5	<p>Organizations: Public, Private, or Nonprofit Group Project Preparation</p> <p>Readings:</p> <ul style="list-style-type: none"> • Bolman & Deal, Chapters 1 & 2 • Rainey, Chapter 3 • Wilson, Chapters 1 & 20 • Galvan, Part I, Chapter 3 	
Sept. 12	<p>The History of Understanding Organizations Group Project Scoping with Yolo County</p> <p>Readings:</p> <ul style="list-style-type: none"> • Rainey, Chapter 2 • Shafritz, Chapter 1, Sections 2, 5, 6, 7 & 8 	
Sept. 19	<p>Organizational Purpose and Meaning</p> <p>Readings:</p> <ul style="list-style-type: none"> • Rainey, Chapters 6 & 7 • Wilson, Chapters 2 & 5 • Pattakos & Dundon PA Times editorial on “The Crisis of Meaning”: https://patimes.org/crisis-meaning/ • Moore, M., & Khagram, S. (2004). On creating public value: What business might 	Paper 1 due

Date	Topics and Assigned Readings	Assignments
	learn from government about strategic management. <i>Corporate Social Responsibility Initiative Working Paper, 3</i> (available via Canvas).	
Sept. 26	Organizational Structure Readings: <ul style="list-style-type: none"> • Rainey, Chapter 8 • Bolman & Deal, Chapters 3, 4 & 5 • Galvan, Part I, Chapter 4 	
Oct. 3	Human Resource Issues in Organizations Readings: <ul style="list-style-type: none"> • Rainey, Chapters 6 & 7 • Bolman & Deal, Chapter 9 • Wilson, Chapters 4 & 8 • Shafritz, Chapter 3, Sections 12-14 	Group Project Check-in 1 Literature Review Topic Due
Oct. 10	Human Resource Issues: Motivation & Retention Readings: <ul style="list-style-type: none"> • Rainey, Chapter 10 • Bolman & Deal, Chapter 7 • Lavigna, R. (2014) Harvard Business Review article: https://hbr.org/2014/11/why-government-workers-are-harder-to-motivate • Galvan n, Part II, Chapter 5 (and Chapter 6 and/or Chapter 7 as needed reference) 	Paper 2 due
Oct. 17	Organizational Culture Readings: <ul style="list-style-type: none"> • Rainey Chapter 11 • Bolman & Deal, Chapters 12, 13, & 14 • Wilson, Chapter 6 • Schein, E. (1990). <i>Organizational culture and leadership</i> (available via Canvas) 	

Date	Topics and Assigned Readings	Assignments
Oct. 24	<p>Organizational Culture and Change</p> <p>Readings:</p> <ul style="list-style-type: none"> • Shafritz Chapter 7 (all sections) • Rainey Chapter 13 • Deetz, S. A., Tracy, S. J., & Simpson, J. L. (1999). <i>Leading organizations through transition: Communication and cultural change</i>. Thousand Oaks, CA: Sage Publications. Chapter 1: Managing hearts, minds and souls (available via Canvas) 	
Oct. 31	<p>Group Project Check-in/Halloween</p> <p>No class</p> <p>Reading:</p> <ul style="list-style-type: none"> • Galvan, Part II, Chapter 8 and Part III, Chapter 9 	Group Project Check-in 2
Nov. 7	<p>Interpersonal Communication and Group Behavior</p> <p>Readings:</p> <ul style="list-style-type: none"> • Bolman & Deal Chapter 8 • Rainey Chapter 12 • Shafritz Chapter 3 section 15 • Markman, A. (2017). "Poor Communication" is Often a Symptom of a Different Problem. (available via Canvas) • Tichy, N., Bennis, W. (2007). Making judgment calls. <i>Harvard Business Review</i>, 94-102 (available via Canvas) 	Paper 3 due
Nov. 14	<p>Politics, Power, and Conflict</p> <p>Possible Guest Speaker(s)</p> <p>Readings:</p> <ul style="list-style-type: none"> • Bolman & Deal Chapter 9, 10, & 11 • Fleming, P., & Spicer, A. (2007). <i>Contesting the corporation: Struggle, power and resistance in organizations</i>. Cambridge, UK: Cambridge University Press. Chapter 1 (available via Canvas) 	

Date	Topics and Assigned Readings	Assignments
	<ul style="list-style-type: none"> Shafritz Chapter 6, All Sections 	
Nov. 21	<p>No Class/Check-in and Submit Dry Run Recording by Nov. 25 (Thanksgiving)</p> <p>Readings:</p> <ul style="list-style-type: none"> Galvan, Parts III and IV (review all chapters as needed to strengthen final project) 	Group Project Check-in 3: Submit Group Project dry run recording for feedback by Nov. 25
Nov. 28	<p>Interorganizational and Informal Networks Guest Speaker: Local Government Case Dry Run Recording Feedback</p> <p>Readings:</p> <ul style="list-style-type: none"> Gladwell, M. (January 11, 1999). Six degrees of Lois Weisberg. <i>The New Yorker</i>. (available via Canvas) Milward, B., Provan, K. (2006). <i>A manager's guide to choosing and using collaborative networks</i>. Washington, DC: IBM Center for the Business of Government. (available via Canvas) 	
Dec. 5	<p>Bringing It All Together Team Presentations for Yolo County</p> <p>Readings: Bolman & Deal Chapter 20</p>	Group Project Presentation Visual, and Reflection Due
Dec. 12	<p>Finals Week/No Class (Final Assignments Due)</p>	Paper 4 due Group Project Paper due