

PPA 240A

Public Management & Administration

Fall 2020

Wednesdays
6:00 pm - 8:50 pm

Location:
Online/Zoom Course Meetings



Instructor: Dr. Sara McClellan

By appointment - I will work to be as available as possible at times that work for you. Please schedule an appointment via my website or email me directly to set a time to meet:
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. PPA 240A provides an introduction to public management theory along with practical organizational cases and examples while PPA 240B will give you a chance to apply lessons from your graduate studies as well as from your own experience to address an organizational issue. Because organizations are rarely tidy, we will conduct our applications in as realistic a model as possible. 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*.
- Guy, M. E. & Ely, T. L. (2018). *Essentials of public service: An introduction to contemporary public administration (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, 8th 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_IndividualOrgAssign1_9-7-20

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:

<https://www.csus.edu/um anual/student/stu-100.htm>

Course Format

This is a seminar-style online 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. Therefore, I expect you to participate actively and use your video wherever possible in our online course sessions, complete all assigned readings and projects, and attend every class session for the full period.

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. Construct clear problem definitions with attention to client interests and varied stakeholder perspectives.	Work with team members and organizational client partners to construct a project charter that includes a problem or issue definition, project objectives, and background on stakeholder interests and roles.
(1) h. Critically review literature to help understand and address a problem from various perspectives.	Prepare a literature review on a Human Resource topic that is relevant to a policy intervention of interest; become familiar with key authors and theories that speak to this topic.
(2) e. Write clearly and succinctly as appropriate to various audiences.	Prepare academic analyses of organizational dynamics and craft client-facing project communications and a project charter.
(3) b. Understand obligations to advance public value consistent with rule of law and an enduring search for reasonable and just action.	Increase familiarity with administrative state functions, limitations, and critiques; integrate concepts of public responsibility, resource stewardship, and outcomes specification into organizational analyses and project charters.
(3) c. Consider ethical dimensions of choices in public policy and administration.	Explore organizational cases and examples to strengthen understanding of ethical challenges and trade-offs; increase familiarity with ethical laws and norms that impact public sector organizations.

Individual Org. Assignment #1:
Organizational Purpose & Structure Analysis and Mini-Presentation due October 7

Identify a policy issue you wish to better understand and address throughout your time in PPA (e.g., pesticide use in agricultural communities, police accountability for use of deadly force, public health access for indigenous communities, etc.). Ideally, this will be the subject of your PPA Culminating Project and you will have written about this in a prior PPA course such as PPA 200 or 220A. Once you have this issue in mind, complete the following analysis:

- **Part I** (1-2 pages): Provide a brief description of the policy issue or problem and create a visual map or diagram that depicts the organizations that appear to play a significant role in shaping and/or responding to this policy issue in California. These organizations may be state or local government agencies, unions or other labor associations, advocacy groups, or nonprofit and private sector organizations with a significant impact on—or stake in—this policy issue. Make sure to cite your sources if you include organizations that are not widely viewed as engaged with this policy issue.
- **Part II** (4-5 pages): Pick one of the public or nonprofit organizations you identified in your organizational map and study their organizational purpose and structure. At a minimum, your descriptive analysis should include:
 - The organizational purpose (the organizational mission and the original authorizing intent if you are able to find this in legislation, bylaws, etc.; any publicly accessible debates about the appropriate purpose/mission for this organization)

- An overview of the organizational structure (hierarchy, division of labor and primary roles, span of control, degree of formality and rigidity or flexibility in roles and structure)
- An analysis of if/how the current purpose and structure of this organization may influence future efforts to address this policy issue (make sure to use course readings and other relevant resources to support your observations and claims)
- **Part III:** Be prepared to share a brief, relatively informal, overview of your multi-organizational map and organizational mission and structure/hierarchy in class.

Work Style Reflections Assignment
HEXACO due October 21

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

Jot down some informal notes and reflections on how you believe your work style (reflected in your own work experiences and the results of your Hexaco Personality Inventory) is impacting, or likely to impact, the way you work with teams and approach problems. More specifically, how might your work style and related preferences or tendencies influence:

- The way you understand or approach collaborative projects?
- The way you communicate with team members, leaders, or those you are assisting?
- The way you respond to unanticipated problems or frustrations?

Prepare to share some of your reflections with group members in class.

Individual Org. Assignment #2:
Human Resource Topic Literature Review due November 4

Return to the policy issue and organization you analyzed in Assignment #1. Based on your analysis, select a human resource topic you believe policymakers and administrators should understand more fully before this organization implements any promising policy change (e.g., recruitment standards and processes, professional development, employee engagement, disciplinary procedures, etc.). For example, if you are pursuing police reform in a major city, you may need to learn more about current and alternative recruitment standards and testing for new police officers. If you are aiming to change the way white teachers interact with students of color, you may need to explore the training/professional development or teacher observation and feedback systems used in California's K-12 teacher education and student teacher programs.

In its final form, this assignment should be a 5-6 page literature review that highlights relevant human resource practices and issues/debates for a reader who is new to this topic.

Individual Org. Assignment #3:
Organizational Culture or Power Analysis due December 2

Return to your policy issue and organization one last time to explore notable aspects and examples of either organizational culture or power within this organization. You do not need to conduct a comprehensive assessment of culture or power within this organization—that would require more time and access than you have in this course. I *am* asking you to select a model/theoretical framework

related to either culture or power (e.g., Schein's Onion Model of Culture or French & Raven's Sources of Power) and use this model to identify some examples of culture or power at work in the organization you are studying. This will require you to gain access to some concrete practices and artifacts in the organization you are studying. You might do this by observing recorded meetings or informational videos, reviewing archived documents or articles about this organization, interviewing one or two organizational members, or directly observing other organizational interactions open to the public.

- **Part I:** Draft a visual map or diagram drawn from the model/theoretical framework you have selected with examples of organizational culture or power at work (these examples should align with particular aspects of the model/theoretical framework).
- **Part II:** Provide a 2-3 page summary that highlights some of the most notable examples from your map or diagram and theorizes about why this background might be important for someone wishing to enact policy change from within this organization.

Client Project Initiation

Towards the end of the semester, you will begin to 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 late in the semester in preparation for PPA 240B projects. Your team will be responsible for working with clients to define the problem or opportunity and submit and present a project charter at the end of the semester.

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 study issues or develop client recommendations this semester, although you may wish to raise considerations or questions that point to future options. We will explore issues and alternative practices to inform client options and formulate recommendations in 240B.

Team Assignment Components	Due Date
<p>Team Assignment #1: Client Intake Interview Questions</p> <p>Draft 7-10 questions you plan to ask your client during your project intake conversation. These questions should help you understand the way your client currently understands the problem or opportunity they would like your assistance with—and, what interests or goals they have for this work and why. You might ask about the consequences of the status quo and who benefits or loses from the current situation. Your questions should also help you understand the scope and timing of what your client hopes to accomplish and who your primary project sponsors and contact(s) will be over the upcoming months.</p>	December 2
<p>Team Assignment #2: Project Charter</p> <p>Use notes from your client intake conversation to prepare a Project Charter—this is a concise, accessible document that outlines your project purpose/aims, primary activities, key roles and responsibilities, and ways you will measure or track progress and success. Charters come in all shapes and sizes, but effective charters typically answer the following questions:</p> <ul style="list-style-type: none"> • What are your primary objectives for this project? • Who is the organizational sponsor (the person who will ultimately be responsible and accountable for major project outcomes and related decisions)? • Who is your primary point of contact (the person you will work with regularly to get and share information, test drive ideas, etc.)? • Who is your team leader for this project—or, for particular phases of this project? • What types of resources will you need to complete this project successfully (time, money, existing literature/theories, technology and communication tools, etc.)? • What are your important working norms and communication practices? • What are your critical due dates and when is the final project due for presentation or launch? • What milestones or indicators will help you know you are on target to achieve your project objectives? 	December 16

Grading

Assignment/Activity	% of Grade
Individual	
Org. Assignment #1: Organizational Purpose & Structure Analysis and Mini-Presentation	25%
Org. Assignment #2: Human Resource Topic Literature Review	25%
Org. Assignment #3: Organizational Culture or Politics Analysis	15%
Personality Inventory/HEXACO Assessment & Notes	5%
Engagement in Discussions, Activities, etc.	10%
Team	
Client Intake Protocol/Interview Questions	5%
Client Project Charter	15%

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 Sept. 2	Introduction to Public Administration Theory	<ul style="list-style-type: none"> deTocqueville, A. (1835). <i>Democracy in America</i>. (Excerpt) Guy & Ely (2018), Chapter 3 - The Savvy Administrator Ford, M. (June 13, 2020). Implementing equity as a core operational value. <i>PA Times Online</i>. Applebaum, A. (2020). The Coronavirus called America's bluff: Like Japan in the mid-1800s, the United States now faces a crisis that disproves everything the country believes about itself, <i>The Atlantic</i>. 	
Week 2 Sept. 9	Introduction to Organizational Theory	<ul style="list-style-type: none"> Bolman & Deal Chapters 1 and 2 Wilson, Chapter 1 Shafritz & Ott, Introduction Galvan, Chapters 1, 2 & 3 	
Organizational Purpose & Structure			
Week 3 Sept. 16	Organizational Purpose	<ul style="list-style-type: none"> Kavanagh book review: "Defining and creating value for the public" Wilson, Chapter 5 Gooden, S. (2019). Race and social equity: A nervous area of government. Florida State University Joe Cresse Lecture (50 minutes). Pattakos & Dundon (2018). The Crisis of Meaning (PA Times editorial): https://patimes.org/crisis-meaning/ 	
Week 4 Sept. 23	Organizing Principles	<ul style="list-style-type: none"> Guy & Ely (2018), Chapter 4 - Organizing Principles Shafritz & Ott, Chapter 1, Sections 2, 5, 6, 7 & 8 	
Week 5 Sept. 30	Organizational Structuring & Restructuring	<ul style="list-style-type: none"> Bolman & Deal, Chapters 3 & 4 Kuprenas, J. A. (2003). Implementation and performance of a matrix organization structure. <i>International Journal of Project Management</i>, 21(1), 51-62. 	
Human Resources			
Week 6 Oct. 7	Human Resources: Theory and Function	<ul style="list-style-type: none"> Bolman & Deal, Chapter 6 Guy & Ely (2018), Chapter 5 - Human Resources Functions and Processes Gooden, S. T., & Wooldridge, B. (2007). Integrating social equity into the core human resource management course. <i>Journal of Public Affairs Education</i>, 13(1), 59-77. Galvan, Chapters 4 & 5 	Individual Org. Assignment #1: Purpose & Structure Analysis due
Week 7 Oct. 14	Human Resources: Motivation and Retention	<ul style="list-style-type: none"> Bolman & Deal, Chapter 7 Shafritz & Ott, Chapter 3, Sections 12-14 	

		<ul style="list-style-type: none"> • Lavigna, R. (2014) Harvard Business Review article: https://hbr.org/2014/11/why-government-workers-are-harder-to-motivate • Downey, S. N., van der Werff, L., Thomas, K. M., & Plaut, V. C. (2015). The role of diversity practices and inclusion in promoting trust and employee engagement. <i>Journal of Applied Social Psychology</i>, 45(1), 35-44. 	
Week 8 Oct. 21	Teams	<ul style="list-style-type: none"> • Bolman & Deal, Chapter 8 • Bloomberg Philanthropies (2015). City Hall Innovation Team Playbook (<i>skim for primary concepts and tools</i>) • Chen (2018) article: How accurate are personality tests? https://www.scientificamerican.com/article/how-accurate-are-personality-tests/ • Complete the Hexaco Personality Inventory: http://hexaco.org/hexaco-online • Porter (2019) HBR article: To Improve Your Team First Work on Yourself: https://hbr.org/2019/01/to-improve-your-team-first-work-on-yourself 	Personality Inventory/ HEXACO Assessment & Notes due
Organizational Culture			
Week 9 Oct. 28	Organizational Culture	<ul style="list-style-type: none"> • Bolman & Deal, Chapters 12, 13, & 14 • Wilson, Chapter 6 • Lyon (2017) 10-minute mini lecture on Schein's Organizational Culture Theory (video: https://www.youtube.com/watch?v=wd1bsxWeM6Q) • Schein, E. (1990). <i>Organizational culture and leadership</i> (optional via Canvas) 	
Week 10 Nov. 4	Organizational Culture & Ethics	<ul style="list-style-type: none"> • Guy & Ely (2018), Chapter 13 – Public Integrity • Svara, J. H. (2014). Who are the keepers of the code? Articulating and upholding ethical standards in the field of public administration. <i>Public Administration Review</i>, 74(5), 561-569. • Markkula Center for Applied Ethics at Santa Clara University (2015) briefs: <ul style="list-style-type: none"> ○ Whistle-blowing in the public sector: https://www.scu.edu/government-ethics/resources/what-is-government-ethics/whistle-blowing-in-the-public-sector/ ○ Open meetings, open records, and transparency in government: https://www.scu.edu/government-ethics/resources/what-is-government-ethics/open-meetings-open-records-transparency-government/ 	Individual Org. Assignment #2: Human Resource Topic Literature Review due
Organizational Power and Politics			
Week 11 Nov. 11	Organizational Politics & Power	<ul style="list-style-type: none"> • Bolman & Deal Chapters 9, 10, & 11 • Shafritz & Ott, Chapter 6, All Sections 	

Week 12 Nov. 18	New Organizational Power, Resistance, & Inquiry Intro to Client Projects	<ul style="list-style-type: none"> 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) Heimans, J., & Timms, H. (2014). Understanding “new power.” <i>Harvard Business Review</i>, 92(12), 48-56: https://hbr.org/2014/12/understanding-new-power Mann, I. (2013) YouTube review of Edgar Schein’s Humble Inquiry: https://www.youtube.com/watch?v=TI2V5pWI9yg KBJ Anderson (2015). Effective questions to support problem solving: https://kbjanderson.com/effective-questions-to-support-problem-solving-thinking/ 	
No Class on November 25 (Thanksgiving Week)			
Organizational Client Project			
Week 13 Dec. 2	Project Preparation	<ul style="list-style-type: none"> Schein, E. (1997). Client Working Paper: The concept of client from a process consultation perspective: A guide for change agents. Spradlin (2012). Are you solving the right problem? <i>Harvard Business Review</i>: https://hbr.org/2012/09/are-you-solving-the-right-problem 	Individual Org. Assign. #3: Organizational Culture <u>or</u> Power Analysis due Draft Client Intake Interview Questions due at end of class
Week 14 Dec. 9	Project Issue/Problem Definition	<ul style="list-style-type: none"> Brown, A. S. (2005). The charter: selling your project. Paper presented at PMI® Global Congress 2005—North America, Toronto, Ontario, Canada. Newtown Square, PA: Project Management Institute: https://www.pmi.org/learning/library/charter-selling-project-7473 Revisit the Bloomberg Philanthropies (2015) City Hall Innovation Team Playbook to see how they have adopted Project Charters for city government work. 	Complete Client Intake Conversations in class or at an alternative time negotiated with clients
Week 15 Dec. 16	Project Charter	No Reading (abbreviated class to share project charters in an informal workshop and set the stage for PPA 240B)	Project Charter due