PPA 240A

Public Management & Administration

Fall 2021

Tuesdays
6:00 pm - 8:50 pm

Location:
Sac State Downtown, Rm. 111

Public Policy & Administration
AT SACRAMENTO STATE

Instructor: Dr. Sara McClellan

Tuesdays & Thursdays from 3:30pm- 5:45pm <u>and</u> by appointment (including via Zoom or phone): 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 cases, 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.*

- Weiss, M. (2020). *We the possibility: Harnessing public entrepreneurship to solve our most urgent problems.*

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_9-7-21

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/umanual/student/stu-100.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. Therefore, I expect you to participate actively in our 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 an administrative 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 September 28

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** (3-4 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)

- o 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)
- o 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 September 28

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:
Administrative Topic Literature Review due November 16

Return to the policy issue <u>and</u> organization you analyzed in Assignment #1. Based on your analysis, select an administrative topic you believe policymakers and administrators should understand more fully before they implement any promising policy change (e.g., recruitment standards and processes, employee engagement, virtual work and organizational culture, knowledge transfer, 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 administrative practices and issues or debates along with what we know about recent or pending changes in organizational practice or design for a reader who is new to this topic. You might approach this as a mini-white paper or administrative brief for a busy manager. You do not need to include a specific number of source citations, but you should use good judgment in providing evidence to support the way you introduce your administrative issue and share relevant findings and arguments (hint: less than five sources will probably make it hard to support your analysis and more than a dozen sources is probably unnecessary for a paper of this length and scope).

Individual Org. Assignment #3:
Administrative Possibility Example for In-Class Discussion on December 14th

Return to your policy issue and organization one last time after reading the Weiss (2020) book on *possibility* government. Now, scan for unusual or innovative responses to this issue with attention to how Weiss describes government's innovative potential. You might spend some time scouring news stories or networking with colleagues or alumni. You might contact one or two subject matter experts to ask them for ideas or resources. Select an intriguing possibility and come to class on December 14th with notes and a 1-page handout that captures key aspects of this possibility. Be prepared to discuss what makes this possibility worth exploring and/or implementing more broadly and about how you think this possibility relates to practices and recommendations in the Weiss book.

Client Project Initiation

During the middle 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 during the fall 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 240A and 240B. 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
Team Assignment #1: Client Intake Interview Questions Draft 8-10 questions you plan to ask your client(s) during your project intake conversation. These questions should help you understand more about important aspects of your client's organizational context (things it would be hard to discover via online searches or public documents). For example, how is the organization evolving given pandemic experiences? What are some of the organization's most pressing priorities and challenges? How do decisions about key changes get made and by whom? Questions should also help you understand the problem or opportunity this client would like your assistance with—what is their 'why' for the work? 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.	By October 5 for instructor feedback; final version for client intake by October 12
Team Assignment #2: Project Charter Use notes from your client intake conversation to prepare a Project Charter—this is a concise, accessible document that outlines your project purpose/aims, context and assumptions, primary activities, key roles and responsibilities, and ways you anticipate tracking progress and success. Charters come in all shapes and sizes, but effective charters typically answer the following questions: • What are your primary **objectives** for this project? • What do you know or assume about the **organizational context** that may influence the shape and success of this work? • 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** will help you know you are on track to meet objectives?	By November 9 draft for instructor feedback By November 22 draft for client review Final Working Project Charter by December 14

Grading

Assignment/Activity	% of Grade
Individual	
Org. Assignment #1: Organizational Purpose & Structure Analysis and Mini-Presentation	25%
Org. Assignment #2: Administrative Topic Literature Review	30%
Org. Assignment #3: Administrative Possibility Example	10%
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.

Guiding Questions:
- (How) do current administrative structures and practices maintain institutionalized racism and other forms of social injustice? What are some levers for change?

- (How) do current administrative structures and practices impede innovation to solve wicked problems? What are some levers for change?

Date	Topic	Readings	Assignments
Week 1 Aug. 31	Introduction to Public Administration Theory	• deTocqueville, A.(1835). *Democracy in America* (excerpt) • Guy & Ely (2018), Chapter 3 - The Savvy Administrator • Ford, M. (2021). Pushing back against democratic decline. *PA Times Online* (Commentary). • Williams, B. N., & Duckett, B. (2020). At the juncture of administrative evil and administrative racism: The obstacles and opportunities for Public Administrators in the United States to uphold civil rights in the twenty-first century. *Public Administration Review*, *80*(6), 1038-1050.	
Week 2 Sept. 7	Introduction to Organizational Theory	• Bolman & Deal Chapters 1 and 2 • Classical Management Theory (Video – Organizational Communication Channel): https://www.youtube.com/watch?v=d1jOwD-CTLI • Galvan, Chapters 1, 2 & 3	
Organizational Purpose & Structure			
Week 3 Sept. 14	Organizational Purpose – ONLINE ZOOM CLASS (due to conference)	• Kavanagh book review of Moore: "Defining and creating value for the public" • Gooden, S. (2019). Race and social equity: A nervous area of government. Florida State University Joe Cresse Lecture (50 minutes). • Kettl, D. (2021). The battle for the public service is just beginning. *Government Executive Online*. • Pattakos & Dundon (2018). The Crisis of Meaning (PA Times editorial): https://patimes.org/crisis-meaning/	
Week 4 Sept. 21	Organizing Principles & Structure	• Guy & Ely (2018), Chapter 4 - Organizing Principles • Bolman & Deal, Chapters 3 & 4 • Kettl, D. (2021). How American-style federalism is hazardous to our health. *Governing* (Online). • Klein, E. (2013). Is America a Kludgeocracy? WaPo.	
Week 5 Sept. 28	Preparing for organizational analysis—getting reflective!	• 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/	Individual Org. Assignment #1: Purpose & Structure Analysis due

		• Spradlin (2012). Are you solving the right problem? Harvard Business Review: https://hbr.org/2012/09/are-you-solving-the-right-problem • 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
Human Resources			
Week 6 Oct. 5	Human Resources: Motivation, Engagement & Retention	• Bolman & Deal, Chapters 6 & 7 • 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. *Journal of Applied Social Psychology*, *45*(1), 35-44. • McBride, L. (2021). By now, burnout is a given. *The Atlantic* (Online Commentary).	Client Intake Interview Questions due for instructor feedback
Week 7 Oct. 12	Initial meetings with client partners	• Bolman & Deal, Chapter 8 • Important Steps When Building a New Team. MIT Human Resources: https://hr.mit.edu/learning-topics/teams/articles/new-team	Apply final Client Intake Questions
Week 8 Oct.19	Human Resources: Theory and Function	• 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. *Journal of Public Affairs Education*, *13*(1), 59-77. • Stovall, J. (2018). How to get serious about diversity and inclusion in the workplace (TED Talk). • Galvan, Chapters 4 & 5	
Week 9 Oct. 26	Project Issue/Problem Definition & Project Charters	• Brown, A. S. (2005). The charter: selling your project. PMI® Global Congress 2005 PA: Project Management Institute: https://www.pmi.org/learning/library/charter-selling-project-7473 • Review the Bloomberg Philanthropies (2015) City Hall Innovation Team Playbook to see how they have adopted Project Charters for city government work.	
Organizational Culture			
Week 10 Nov. 2	Organizational Culture	• Bolman & Deal, Chapters 12, 13, & 14	

		• Lyon (2017) 10-minute mini lecture on Schein's Organizational Culture Theory (video: https://www.youtube.com/watch?v=wd1bsxWeM6Q • Schein, E. (1990). *Organizational culture and leadership* (**optional** via Canvas)	
Week 11 Nov. 9	Organizational Culture & Ethics	• Guy & Ely (2018), Chapter 13 – Public Integrity • Banaji, R., Bazerman, M.H. & Chugh, D. How (Un)ethical are you? Good managers often make unethical decisions and don't even know it (2003). HBR Magazine. • Svara, J. H. (2014). Who are the keepers of the code? Articulating and upholding ethical standards in the field of public administration. *Public Administration Review*, *74*(5), 561-569. • Markkula Center for Applied Ethics. Santa Clara Univ. (2015) briefs (Whistle-blowing & Open Meetings).	Draft project charter due to instructor for feedback
Organizational Power and Politics & Innovation			
Week 12 Nov. 16	Organizational Politics & Power	• Bolman & Deal Chapters 9, 10, & 11 • Review PolicyLink Equity Blueprint resources: Our Power. Our Future. Our Nation. https://www.policylink.org/equity-blueprint	Individual Org. Assignment #2: Admin. Topic Literature Review due
No Class on Nov. 23 (Thanksgiving Week)—SUBMIT PROJECT CHARTER FOR CLIENT REVIEW BY NOV. 22			
Organizational Client Projects & Innovation for Public Value			
Week 13 Nov. 30	Inquiry for Public Value	• Schein, E. (1997). Client Working Paper: The concept of client from a process consultation perspective: A guide for change agents. • McClellan, S. (2020). Leading with humility in tumultuous times: evidence from the United States. *International Journal of Public Leadership*. • Stivers, C. (1994). The listening bureaucrat: Responsiveness in public administration. *Public Administration Review*, 364-369.	
Week 14 Dec. 7	Public Sector Innovation	• Weiss, M. (2020). *We the possibility: Harnessing public entrepreneurship to solve our most urgent problems.*	
Week 15 Dec. 14	Possibility Sharing	• Weiss, M. (2020). *We the possibility: Harnessing public entrepreneurship to solve our most urgent problems.*	Admin Possibility example for discussion Final Working Charter due for client project