

School of Planning, Public Policy and Management



**University of Oregon
School of Planning, Public Policy and Management**

**PPPM 618: Public Sector Theory
Fall 2020 (CRN 15639)**

Professor Dyana Mason

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Office Hours: Mondays 2-4pm, or at www.calendly.com/dyanamason/officehours

Class Time:

M/W 8:15-9:45

Room: REMOTE

Zoom:

<https://uoregon.zoom.us/j/94637092781?pwd=MmZKM3AvbHc4OGIETlp1ZGdRZmFBdz09>

Meeting ID: 946 3709 2781

Passcode: 317681

Overview

This course provides a theoretical and historical base for the Masters of Public Administration and Masters of Nonprofit Management degree programs. It is intended to not only introduce you to the ideas of public service, public administration and policy over the past century, but also to enable you to place yourself within the historical debates and to give you the knowledge enabling an almost prescient ability to predict the waves of public and nonprofit sector reforms and backlash in the future. No small task! The emphasis will be on the U.S., but the ideas are relevant to public service professions in other countries. This course occupies a unique introductory niche in the MPA and MNM curricula, concentrating on the history and theory of administering policy for public benefit – big ideas and counterarguments to the big ideas.

Competencies

By completing this course, students will be able to:

- Evaluate the history and trajectory of public administration, the government and nonprofit sectors, and public service.
- Research and present a literature review on a specific topic important to public/nonprofit administration or public policy.
- Identify potential research questions that have yet to be answered.
- Write compelling and persuasive professional communications and research papers.

General Requirements and Information

The format of the course will be readings with lectures and discussions. It is expected that the assigned readings will be completed prior to the date in which they will be covered in the lecture. Any discussions in class, including guest lectures, Salem and Portland Day and discussion of questions brought up by fellow students, are likely to appear on the final exam. In addition, all assigned readings are fair game for inclusion on the final exam unless explicitly exempted. You should write assignments carefully to convey a professional tone and elicit confidence in your work. Prepare your oral presentations well, so that your delivery is fluid and your information is clearly articulated to the class (tips for oral presentations will be provided). I recommend that you read a daily newspaper to keep abreast of current events in the community of your choice.¹

Professional Practice

Students are expected to behave in a professional manner at all times.

- Students should treat each other and the instructor with the professional courtesy and respect expected in a workplace.
- All communications relating to this course and all work turned in for this course should reflect professional standards in tone, presentation, formatting, and spelling.
- The classroom is a place of focused learning. This requires that students arrive on time, stay until the end of the class period, do not disrupt the class by leaving the room temporarily, and refrain from non-learning activities. Students who fail to adhere to these guidelines will be asked to leave for the remainder of the class session.
- I expect all course assignments to be typewritten.

Course Workload

A general rule of thumb for the expected workload for a graduate level class is approximately 3-4 hours/week per credit hour. Thus, a four credit course will require approximately 12-16 hours of effort per week. Our class meets for three hours each week, so students should expect to spend an additional 9 to 13 hours per week studying for this course.

Writing Lab

This is a reading and writing intensive course. If you struggle with writing, I strongly encourage you to use the services of the Writing Lab: The Writing Lab begins week two of the term and closes at 5:00 pm the Wednesday of finals week. Free tutors are available. Upper-division and graduate student tutors are available on a drop-in basis or by appointment. (You must go to the writing lab to schedule your appointment.) 9:00am – 5:00pm, Monday – Friday, 72 PLC (Prince Lucien Campbell).

Incomplete Policy

Students are expected to behave in a professional manner and to turn in all materials at the designated time. In accordance with university regulations, an incomplete will only be given when “the quality of work is satisfactory but a minor yet essential requirement of the course has not been completed for reasons acceptable to the instructor.”

Plagiarism and Academic Misconduct

You are expected at all times to do your own work. Copying content from other students and submitting it as your own work is grounds for failing the class. The University Student Conduct Code (available at conduct.uoregon.edu) defines academic misconduct. Students are prohibited from committing or attempting to commit any act that constitutes academic misconduct. For example, students should not give or receive (or attempt to give or receive) unauthorized help on assignments or examinations without

¹ This is not a course requirement. It is simply a valuable tool for your career.

express permission from the instructor.

Students should properly acknowledge and document all sources of information (e.g. quotations, paraphrases, ideas) and use only the sources and resources authorized by the instructor. If there is any question about whether an act constitutes academic misconduct, it is the students' obligation to clarify the question with the instructor before committing or attempting to commit the act. Additional information about a common form of academic misconduct, plagiarism, is available at:

www.libweb.uoregon.edu/guides/plagiarism/students.

Documented Disabilities

The University of Oregon is working to create inclusive learning environments. Please notify me if there are aspects of the instruction or design of this course that result in disability-related barriers to your participation. You are also encouraged to contact the Accessible Education Center in 164 Oregon Hall at 541-346-1155 or uoaec@uoregon.edu.

Sexual Violence, Harassment and Survivor Support

The UO is committed to providing an environment free of all forms of discrimination and sexual harassment, including sexual assault, domestic and dating violence and gender-based stalking. If you (or someone you know) has experienced or experiences gender-based violence (intimate partner violence, attempted to completed sexual assault, harassment, coercion, stalking, etc.), know that you are not alone. UO has staff members trained to support survivors in navigating campus life, accessing health and counseling services, providing academic and housing accommodations, helping with legal protective orders, and more. If you wish to speak to someone confidentially, you can call 541-346-SAFE, UO's 24-hour hotline, to be connected to a confidential counselor to discuss your options. You can also visit the SAFE website at safe.uoregon.edu.

Diversity, Inclusion and Respect Statement

It is the policy of the University of Oregon to support and value diversity. To do so requires that we:

- respect the dignity and essential worth of all individuals.
- promote a culture of respect throughout the University community.
- respect the privacy, property, and freedom of others.
- reject bigotry, discrimination, violence, or intimidation of any kind.
- practice personal and academic integrity and expect it from others.
- promote the diversity of opinions, ideas and backgrounds which is the lifeblood of the university.

Course content, class discussions, projects and activities, and assignments for this class rest on an assumption that human diversity is normative and is an appropriate focus of attention. The course requires and expects critical thinking about, and sensitivity to, the impact of diversity (culture, religion/faith, gender, ethnicity, race, socioeconomics, physical and cognitive ability, sexual orientation, and other considerations) both in relation to the populations we serve, and in the classroom. Students are encouraged to develop and expand their respect for and understanding of diverse identities and experiences.

Grade Composition

Intro Essay		5%
Commission/Council Meeting	Blog post and responses	15%
Critical Literature Review	Blog post summarizing one article that offers a critical perspective to the "canon".	20%
Memorandum #1	The executive search	15%
Memorandum #2	Repairing Agency Trust (group project)	15%
Final Paper	Literature Review, 5% Abstract, 25% final paper	30%

Grade Distribution

A	94-100%
A-	90-93.99%
B+	86-89.99%
B	84-85.99%
B-	80-83.99%
C+	76-79.99%
C	74-75.99%
C-	70-73.99%
D+	66-69.99%
D	64-65.99%
D-	60-63.99%
F	Under 60%

Explanation of Grading System

These are the general expectations for all written assignments in this class.

- C+ and Lower (below 80)
 - **Unacceptable work for professionals or upper level undergraduate/graduate courses**
 - Factual errors or calculation errors
 - Poorly written (misspellings, typos, poor grammar, poor sentence structure, poor organization)
 - Graphics poor (inaccurate tables, poor titles, no data sources)
- B- (81-83)
 - **Below acceptable standards for professionals**
 - Minor errors of fact or calculation
 - Poorly constructed text or organization, unclear graphics
 - Rushed or lack of attention to overall product
- B (84-86)
 - **Meets minimal professional standards**
 - Factually and technically correct

- Clear message to readers
- May lack precision in language and presentation of data
- B+ (87-90)
 - **Solid professional work**
 - Factually and technically correct
 - Excellent tables and graphics
 - Falls short in some areas (content, structure, writing proficiency)
- A- (91-93)
 - **High quality professional work**
 - Technically, methodologically, and factually 100% accurate
 - Fall short of highest quality work in organization, flow of text or presentation
 - Clearly conveys conclusions to audience
- A (94-99)
 - **Highest quality work**
 - Technically, methodologically, and factually 100% accurate
 - Efficient language and graphics presented with emphasis
 - Easy to navigate and follow, concise and well-constructed writing
 - Clear about main points and evidence provided to support these points
 - All graphics are clear and titled, sources, labeled

All dates are on Canvas. Any late assignments will be penalized at 5% per day.

Intro Essay

Week one you will write a 500 word (aprox 1-2 pages double spaced) essay following the prompt in Canvas. This is worth 5% of your final grade.

Critical Literature Review

This course covers over 100 years of thinking around public administration, and most of the core literature is not representative of the American public. Once during the course, you are challenged to find an article that is critical of or departs from this canon, or offers a “critical” or different perspective of that week’s topic, drawing from disparate literatures, including Critical Race Theory, Feminist Theory, theories of Indigenous Peoples/Indigenous Administration or Queer Theory, just to name a few. You may also find good pieces that call for new perspectives in government and political science literatures (it doesn’t have to use those named theories, per se, in its description).

Write 500-750 words (aprox 1-2 pages double-spaced) of the article during one week of the course, describing how it relates to or challenges the core literature of the week. This assignment has 3 parts:

- 1) You will present your paper and analysis in a brief 3-5 minute overview the Wednesday of that week explaining why you chose that paper, a brief summary of your analysis and then 2-3 questions for discussion.
- 2) You post your analysis to the “discussion” section in Canvas before class on the Wednesday you are presenting.
- 3) In the weeks you DON’T present, you comment on your classmates posts with approximately 100 words, due by Sunday at midnight the weekend after it has been posted.

You are also allowed to continue to develop this literature as your final topic paper (or you may go in a different direction). I will pass out a sign-up sheet for your assigned week.

Memorandums:

Instructions for Memorandums will be posted on Canvas at canvas.uoregon.edu and provide a prompt for a memo in a professional format.

Commission/Council Blog Post: This assignment is made up of two parts.

- 1) You should attend one remote or in-person commission or council meeting, or a public hearing (city, county, state) and write a 500-750 word blog post of your experience (What was on the docket? How did they approach it? Did citizens testify? What happened? Who is there? Who isn't?) and any takeaways you gleaned. You are encouraged to attend a commission or hearing that is personally interesting to you, and you may attend a meeting in Eugene, Lane County or any other government commission or hearing (state or even federal). For ideas, go to <https://www.eugene-or.gov/86/Boards-and-Commissions> to read about Eugene's boards and commissions. There are comparable sites for Lane and other counties, and the state.
- 2) All classmates are asked to comment on at least one of your classmates' posts over the course of the term. The final grades for the blog posts and responses will be determined at the end of the course.

This assignment will be graded on the thoughtful and well-written (watch typos) blog post (80%) and response to a classmate (20%).

Literature Review:

The literature review is a concise 8-10 page paper (double-spaced) on a topic that you would like to explore further in the context of this course or the program. Your page limit does not include your reference list or any appendices you include. You will receive instructions on how to cite references in your report – please follow them precisely. For the topic (either regarding public policy or public administration), you should review at least six or more articles and/or book chapters from differing published academic sources (peer reviewed journals or books) and provide a summary of “the literature” on your topic, including both historical sources and recent research. A brief final section of the paper will consist of possible research questions that have not been addressed adequately in the literature you discussed. A rubric for grading will be provided on Canvas

The paper should include:

- I. An introduction of your topic. A brief overview of what your paper will contain, including your argument/position
- II. A literature review and more current research of the leading scholars and ideas on your topic
- III. Gaps in the literature and potential future research questions
- IV. Brief Conclusion
- V. Reference list, formatted in APA style
- VI. Any appendices (not required)

The paper is due no later than **Wednesday, December 9 at midnight**. Any late papers will be penalized at 5% per day.

Re-Write Option

A re-write option is available for the first memo and the final paper. Once you have received your graded paper, you have two weeks (14 days) to submit a revision to the instructor addressing the feedback. If you choose not to accept the feedback (i.e. you disagree with it), you may also write a short memo to me outlining why you made the choice you did. I will then re-grade the paper with your changes and/or memo in mind. No late re-writes will be accepted, and this option is not available for the other course assignments. Email them directly to dmason@uoregon.edu.

Readings

- There is no textbook for this course. All readings will be in Canvas, or via a link online.

Tentative Schedule of Lectures and Readings

(Subject to Change; Any Changes Will Be Communicated by Email and Added to Canvas)

Week 1 (Wednesday, September 30): The Profession

NO CLASS MONDAY due to Yom Kippur observance

Readings:

- Behn, Robert D. (1998). "What Right Do Public Managers Have to Lead?" *Public Administration Review*, 58(3) May/June pp. 209-224.
- Gaynor, Sherée and Meghan E. Wilson. (2020). "Social Vulnerability and Equity: The Disproportionate Impact of COVID-19," *Public Administration Review*.
- Case: Eban, Katherine. (2020). "How Jared Kushner's Secret Testing Plan 'Went Poof Into Thin Air,'" *Vanity Fair*, July 30. <https://www.vanityfair.com/news/2020/07/how-jared-kushners-secret-testing-plan-went-poof-into-thin-air>

Due: Intro Essay by Sunday at midnight

Week 2 (October 5 & 7): The History of Public Administration and Policy

Readings:

- Wilson, Woodrow. (1887) "The Study of Administration." *Political Science Quarterly*, Vol II(2), June (pp. 197-222).
- Light, Paul C. (1997) "The Tides of Reform" in *The Tides of Reform: Making Government Work*, (1997) Yale University Press, pp. 15-43.
- George, Bert et al. (2020) "A Guide to Benchmarking COVID-19 Performance Data," *Public Administration Review*, 80(4): 696-700.

Week 3 (October 12 & 13): Professional Writing and Research Workshop (will help with first assignment and final paper)

Readings:

- Barnes, David. (2018) "Email like Winston Churchill", *Medium.com*, December 21. <https://medium.com/@drb/email-like-winston-churchill-22e6766df5ea>
- Clayton, Victoria (2015). "The needless complexity of academic writing," *The Atlantic*, October 35. <https://www.theatlantic.com/education/archive/2015/10/complex-academic-writing/412255/>
- Steinmetz, Katy (2019). "This Is Why Singular 'They' Is Such a Controversial Subject," *Time*, December 13. <https://time.com/5748649/word-of-year-they-merriam-webster/>

Due: Memorandum #1, The Executive Search (Upload to Canvas by 11:59 Sunday, October 7)

Week 4 (October 19 & 21): Reinventing Government and Critique

Readings:

- Osborne, David E. and Gaebler, Ted. A. *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector* (1992) Addison-Wesley Publishing Co. **Read the Introduction and Chapter 2.**
- Box, Richard C. "Running Government Like a Business: Implications for Public Administration Theory and Practice." *American Review of Public Administration* 29(1) (1999), pp. 19-43.
- Case: "Reinventing Government in Visalia, CA A Movement at Risk (A)", by Harvey Simon for Marty Linskey. Kennedy School of Government, Harvard University, Case Number C18-95-1302.0 (1995)

Due: Literature Review abstract– uploaded to Canvas by 11:59 pm Sunday

Week 5 (October 26 & 28): Citizen Participation

Readings:

- Arnstein, Sherry R. "A Ladder of Citizen Participation" (a classic!) *AIP Journal*, July (1969), pp. 216-224.
- Cooper, Terry L., Thomas A. Byer and Jack W. Meek. "Citizen-Centered Collaborative Public Management." *Public Administration Review*, December (2006) (special issue), pp. 76-88.
- Irvin, Renee A. and John Stansbury. "Citizen Participation in Decision Making: Is it Worth the Effort?" *Public Administration Review* 64(1) January/February (2004), pp. 55-65.
- Case: Listening to the City: Rebuilding at New York's World Trade Center Site, by Susan Rosengrant and Archon Fung (2003), Kennedy School of Government, Harvard College Case Number: 1687.0.

Week 6 (November 2 & 4): Privatization, Sectoral Division and Roles

Readings:

- Savas, E.S. "Why and How to Privatize" in *Privatization and Public-Private Partnerships* (2000), Seven Bridges Press, pp. 111-146. Hansmann, Henry. "Economic Theories of Nonprofit Organizations" from Powell, Walter W. (editor) in *The Nonprofit Sector: A Research Handbook* (1987), Yale University Press.
- Salamon, Lester. "Partners in Public Service: The Scope and Theory of Government-Nonprofit Relations" (pages 109-116 only). In *The Nonprofit Sector* (same book as above)
- Case: High Stakes and Frightening Lapses: DSS, La Alianza Hispana and the Public-Private Question in Child Protection Work, by Pamela Varely (1994), Kennedy School of Government, Harvard University, Case Number C16-94-1326.0.

Week 7 (November 9 & 11): Collaboration

Readings:

- Behn, Robert D. "The Cooperation Challenge" (chapter 8 in same book as above). (Reader)
- Bryson, Crosby and Stone. "Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature." *Public Administration Review*, December (2006) (special issue), pp. 44-55.
- Kania, John and Mark Kramer. "Collective Impact" *Stanford Social Innovation Review*. Winter (2011), pp. 36-41.

- Case: “The Challenge of Multi-Agency Collaboration: Launching a Large-Scale Youth Development Project in Hartford”, by Pamela Varely for Xavier de Souza Briggs. Kennedy School of Government, Harvard University, Case Number C16-02-1673.0.

Week 8 (November 16 & 18): Accountability and Ethics

Readings:

- Behn, Robert D. “Discretion and Trust” (Chapter 5) in *Rethinking Democratic Accountability* (2001), Brookings Institution Press.
- O’Leary, Rosemary (2010). “Guerilla Employees: Should Managers Nurture, Tolerate, or Terminate Them.” *Public Administration Review* 70(1): pp. 8-19.
- Hollibaugh, Jr., Gary E, Matthew R. Miles and Chad B. Newswander. (2020). “Why Public Employees Rebel: Guerrilla Government in the Public Sector,” *Public Administration Review*, 80(1): 64-74.

Due: Memo #2 (Group Memo): Uploaded to Canvas by Sunday at midnight.

Week 9 (November 23 & 25) Theories of Policy Formation

- Sabatier and Weible (2007) “The Advocacy Coalition Framework.” *Theories of the Policy Process* (2nd edition), edited by Paul Sabatier.
- True, Jones and Baumgartner (2007) “Punctuated-Equilibrium Theory: Explaining Stability and Change in Public Policymaking” *Theories of the Policy Process (2nd edition)*, edited by Paul Sabatier.
- Schneider and Sidney (2009). “What’s Next for Social Construction Theory”, *Policy Studies Journal* 37(1): 103-119.

Week 10 (November 30 & December 2): Where do We Go From Here?

Readings:

- Abonyi, George and David Van Slyke. (2010). “Governing on the Edges: Globalization of Production and the Challenge to Public Administration in the Twenty-First Century.” *Public Administration Review*, suppl. Special Issue on the Future of Public Administration in 2020 70(S1): S33-S45.
- Rocco, Phillip (2020). “Trump’s fight over Covid-19 numbers shows how the hollowing out of expertise can be dangerous for American, London School of Economics, US Centre, April 20. [.http://eprints.lse.ac.uk/104388/3/Rocco_trumps_fight_over_covid_19_numbers.pdf](http://eprints.lse.ac.uk/104388/3/Rocco_trumps_fight_over_covid_19_numbers.pdf)

Final Paper Uploaded to Canvas by midnight Wednesday, December 9