

School of Planning, Public Policy and Management



University of Oregon
School of Planning, Public Policy and Management

PPPM 618: Public Sector Theory
Fall 2023 (CRN 14393)

Professor Dyana Mason

Office: 147C Hendricks Hall

Phone: 541.346.2324

Email: dmason@uoregon.edu

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

Class Time:

M/W 10-11:20 am

Room: 201 Condon

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.

Course Website

The course website is located on the University of Oregon's Learning Management System (LMS), Canvas. You can find it at <https://canvas.uoregon.edu>. The class syllabus, announcements and other materials will be posted there. Please check it frequently for updates.

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. You should write assignments carefully to convey a professional tone and elicit confidence in your work.

Community/Classroom Expectations

All members of the class (both students and instructor) can expect to:

- **Participate and Contribute:** All students are expected to participate by sharing ideas and contributing to the learning environment. This entails preparing, following instructions, and engaging respectfully and thoughtfully with others. While all students should participate, participation is not limited to talking, and a range of participation activities support learning. Participation could include speaking aloud in the full class and in small groups, submitting questions prior to class, or engaging with Discussion posts. We will establish more specific participation guidelines and criteria for contributions in our first weeks of the term.
- **Expect and Respect Diversity:** All classes at the University of Oregon welcome and respect diverse experiences, perspectives, and approaches. What is not welcome are behaviors or contributions that undermine, demean, or marginalize others based on race, ethnicity, gender, sex, age, sexual orientation, religion, ability, or socioeconomic status. We will value differences and communicate disagreements with respect. We may establish more specific guidelines and protocols to ensure inclusion and equity for all members of our learning community.
- **Help Everyone Learn:** Part of how we learn together is by learning from one another. To do this effectively, we need to be patient with each other, identify ways we can assist others, and be open-minded to receiving help and feedback from others. Don't hesitate to contact me to ask for assistance or offer suggestions that might help us learn better.

Course Workload

A general guideline 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 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 at <https://owl.uoregon.edu/>

Incomplete Policy

The University has recently updated their incomplete policy. Now, students must request an incomplete here: <https://registrar.uoregon.edu/current-students/incomplete-policy>. The link also includes information about the policy and eligibility for an incomplete. Once completing this form, I will be notified of the request and will either accept or deny the request in writing. If accepted, we will come to an agreement in writing about expectations for completing any missing course components.

Well-Being and Wellness

Life at college can be very complicated. Students often feel overwhelmed or stressed, experience anxiety or depression, struggle with relationships, or just need help navigating challenges in their life. If you're facing such challenges, you don't need to handle them on your own--there's help and support on campus.

As your instructor if I believe you may need additional support, I will express my concerns, the reasons for them, and refer you to resources that might be helpful. It is not my intention to know the details of what might be bothering you, but simply to let you know I care and that help is available. Getting help is a courageous thing to do—for yourself and those you care about.

University Health Services help students cope with difficult emotions and life stressors. If you need general resources on coping with stress or want to talk with another student who has been in the same place as you, visit the Duck Nest (located in the EMU on the ground floor) and get help from one of the specially trained Peer Wellness Advocates. Find out more at health.uoregon.edu/ducknest.

University Counseling Services (UCS) has a team of dedicated staff members to support you with your concerns, many of whom can provide identity-based support. All clinical services are free and confidential. Find out more at counseling.uoregon.edu or by calling 541-346-3227 (anytime UCS is closed, the After-Hours Support and Crisis Line is available by calling this same number).

Use of Artificial Intelligence (AI)

All work you submit for this course toward completion of course requirements must be your own original work done specifically for this course and without substantive assistance from others (outside of group memo), including artificial intelligence systems (e.g., ChatGPT). Work you've completed for previous courses or are developing for other courses this term should not be submitted for this course without prior approval of the instructor. Please note that your work may be submitted to AI or plagiarism detection tools to ensure all work is human-created and original. Please also carefully read the academic integrity policy concerning plagiarism below.

Academic Integrity

The University Student Conduct Code defines academic misconduct, which includes using unauthorized help on assignments and examinations, the use of sources without acknowledgment, and recording class without “the express written permission of the instructor(s).” Academic misconduct is prohibited at UO. I will report all suspected misconduct to the Office of Student Conduct and Community Standards. If the Office finds a student has committed misconduct, consequences can include failure of the relevant assignment or exam, or of the course.

While unauthorized help and use of sources without citation is prohibited, learning together and citing sources is crucial! Each assignment and assessment will have a note about whether and how you might work with others so that you can clearly act with academic integrity. All assignments will use [insert citation method], and you can find more support in using [citation method] at the UO Libraries' Citation Guides research guide.

If at any point in the term you are unsure about whether a behavior aligns with academic integrity in our course, please contact me. I view student questions about academic integrity as a desire to act with integrity, so I welcome your questions.

Access and Accommodations

The University of Oregon and I are dedicated to fostering inclusive, equitable, and accessible learning environments for all students. The Accessible Education Center (AEC) assists students with disabilities in reducing barriers in the educational experience. You may be eligible for accommodations for a variety of disabilities – apparent disabilities, such as a mobility or physical disability, or non apparent disabilities, such as chronic illnesses or psychological disabilities. If you have or think you have a disability and experience academic barriers, please contact the Accessible Education Center (Location: 360 Oregon Hall; 541-346-1155; uoaec@uoregon.edu) to discuss appropriate accommodations or support. The details of your disability will be kept confidential with the AEC and you are not expected to share this

information with others. However, I invite you to discuss any approved accommodations or access needs at any time with me.

Sexual Violence, Harassment and Survivor Support

I am an “assisting employee,” which means that I will direct students who disclose prohibited discrimination and harassment, including sexual harassment or violence, to resources that can help and will only report the information shared to the university administration if the student requests that the information be reported (unless someone is in imminent risk of serious harm or a minor). There is more information available on the Office of Investigations and Civil Rights Compliance (OICRC) website. Students experiencing sex or gender-based discrimination, harassment or violence should call the 24-7 hotline 541-346-SAFE [7244] or visit safe.uoregon.edu for help. Students experiencing all forms of prohibited discrimination or harassment may contact the Dean of Students Office at 541-346-3216 or the non-confidential Title IX Coordinator/OICRC at 541-346-3123. Additional resources are available at UO’s How to Get Support webpage.

I am also a mandatory reporter of child abuse. Please find more information at Mandatory Reporting of Child Abuse and Neglect.”

Grade Composition

Commission/Council Meeting	Blog post and responses	10%
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%
Attendance and Participation		10%
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.

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 by Sunday night before you present.

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 paper – 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)

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.

The maximum increase in grade for a re-write is 10% or one full grade change, so please make sure your initial paper/draft is as complete as possible.

Participation and Attendance

Participation and attendance counts as 10% of your grade. I appreciate your steady, well-read presence, especially if it's an effort for you. Discussion is a key method of learning in this class, and getting to know you is one of my favorite parts of teaching. I also like knowing whether or not you're okay. For all these reasons, I'm not a fan of mysterious disappearances.

If you are unable to attend class due to anxiety, illness, or emergency, you can make up that day's attendance grade by doing the following:

- Email me before class, or in the event of emergency, within 24 hours after class. I don't need to know the reason you are unable to attend, but let me know you won't be there.
- Complete the readings and review the lectures slides for the week. Watch any linked videos in the slides and/or click on links to explore the organization website or news articles provided in the slides.
- Complete a 3 page double-spaced essay (about 750 words) on the materials or topic for the week. Upload to Canvas by Sunday midnight following the session you missed. Use APA formatting for any outside sources.
- Make sure you complete any other assignments due.

If you are unable to complete these steps and/or meeting other deadlines, please let me instructor know and we will work with you on a plan to make up the work. The makeup assignments are not meant to be punitive. They are meant to ensure that you process the week's materials and concepts, which you will build on throughout the course and program.

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 27): The Profession

NO CLASS MONDAY

Readings:

- Behn, Robert D. (1998). "What Right Do Public Managers Have to Lead?" *Public Administration Review*, 58(3) May/June pp. 209-224.
- Fedorowicz, Martha and Laudan Y. Aron (2021). *Improving Evidence-Based Policymaking: A Review*. Urban Institute: Washington, DC
- Wright, J. E., & Merritt, C. C. (2020). Social equity and COVID-19: The case of African Americans. *Public Administration Review*, 80(5), 820-826

Week 2 (October 2 & 4): 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.

Week 3 (October 9 & 11): 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>
- 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/>

Week 4 (October 16 & 18): 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: Memorandum #1, The Executive Search Uploaded to Canvas by Sunday Night

Week 5 (October 23 & 25): 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 (October 30 & November 1): 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 6 & 8): Collaboration

Readings:

- 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 13 & 15): 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 20 & 22) 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 27 & November 29): 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 America," *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 Canva due Noon December 8, 2023