

University of Oregon
School of Planning, Public Policy and Management

PPPM 618: Public Sector Theory
Fall 2019 (CRN 15192)

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Office Hours: Mondays 1:30 – 2:30;
Wednesdays 11:30 – 12:30
or by appointment (please email)

Class Time: 10:00 – 11:20 AM (Mondays, Wednesdays)

NO CLASS on the following days: September 30 (Rosh Hashanah); Week of Oct 14 (Salem-Portland Day);
November 27 (Day before Thanksgiving)

Room: 116 Esslinger

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 we will also draw on readings and lessons from other countries using a comparative lens. 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, and consider ideas from underrepresented and overlooked sources.
- 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. I recommend that you read a daily newspaper/website to keep abreast of current events in the community of your choice.¹

If you know you are going to miss a class, let me know in advance, and be sure to get notes from a colleague in class.

It is your responsibility to get assignments in on time; late assignments may have a per-day point penalty. It is also your responsibility to ensure you can access the course website. Turn in all assignments through Canvas, NOT on paper. If Canvas is down, submit via email.

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, double-spaced, in size 12 font.

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.

NOTE: Both American English (e.g., organization, color) and British English spellings (e.g., organisation, colour) are perfectly acceptable in class. You are also free to use either Metric or Imperial units in your assignments as needed.

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

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

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 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 uoacc@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/fait, 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

Class Participation	Attendance and participation	5%
Portland/Salem Day	Attendance and participation	10%
Commission/Council Meeting	Attendance and blog post	15%
Critical Literature Review	Blog post (20%) and presentation (5%) summarizing one article that offers a critical perspective to the “canon”.	25%
Midterm Exam	Take-home, open-book; Short essay style questions	20%
Final Paper	Abstract - 5%; Full paper – 20%. final paper due Wednesday, December 4	25%

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

Explanation of Assignments

Class Participation – 5%

Students are expected to be active participants in classroom discussions. If you expect to miss class for any reason, please email me in advance. You will gain more from this class by attending, and discussing with your peers.

Salem/Portland Day (Wednesday, October 16) – 10%

On October 16, 2019 we will be traveling to Salem and Portland to meet with leaders in public policy, public administration and nonprofit organizations. We will be leaving early and returning late in the evening. There will be no class this week, and no readings, however you are expected attend and be prepared to ask our guest speakers questions and engage in discussion. See the Canvas prompt for the discussion questions to consider. You will be graded 10% of your attendance for Salem/Portland Day and your participation in discussions.

If you are unable to participate in the trip due to work, class or family obligations, you may conduct an alternative research assignment. This also goes for MNM students that may have previously attended a trip. Please notify me by **week 2** for more information.

Midterm Exam (Due Wednesday, November 6) – 20%

The midterm exam will be based on course readings, class discussions and guest speaker material. The midterm will be take-home, and open book. You will receive the exam in Week 5 and it will be due 1 week later. It will consist of short essay type questions, and a case analysis

Critical Literature Review (Due on different weeks, based on your selection, starting week 4) – 25% (20% analysis; 5% presentation)

This course covers over 100 years of thinking around public administration, and most of the core literature tends to not be representative of the American public. For one week during the course, you are challenged to find an article that is critical of this canon, or offers a “critical” or overlooked perspective of a week’s readings, drawing from disparate literatures, including Critical Race Theory, Feminist Theory, theories of Indigenous Peoples, Decolonizing perspectives, or Queer Theory, just to name a few. You may also find two articles about intersecting perspectives (e.g., Feminist and Critical Race Theory)

Write a two-page analytical summary (double-spaced) of the article(s) during one week of the course, describing how it relates to or challenges the core literature of the week. You will be asked to speak about your summary for a 5-minute presentation starting in Week 4. 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. Your summary will be worth 20% and the presentation 5%.

Commission/Council Blog Post (Due November 20) – 15%

You should attend one 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?) 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). This is more relevant some years than others, but you may also participate as a volunteer for at least one shift (2-4 hours) on a political campaign for political office (city, county, state, federal) or ballot measure (city, county or state) if there is one of interest to you. 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.

Final Paper – 25% (5% Abstract or Outline due October 23; 20% Final Paper due December 4)

The final paper 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, based on a review of the literature. Your page limit does not include your reference list or any appendices you include. 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 **Wednesday, December 4**. Any late papers will be penalized at 5% per day, unless prior permission is obtained for late submission.

Readings

- There is no textbook for the course. However, you will be asked to purchase 2-3 case studies for class discussion (~\$4 each). Further instructions will be provided in class.
- **All other readings will be posted online on Canvas.** It is absolutely critical that you check Canvas every week, as readings may be updated as the term progresses, depending on the interests of the class and current events. This is not a static class, and you will have the chance to shape your learning as we progress.

Tentative Schedule of Lectures and Readings

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

Week 1 (September 30 (NO CLASS) & October 2): The Profession

NO CLASS SEPTEMBER 30

Readings:

- Behn, Robert D. (1998). “What Right Do Public Managers Have to Lead?” *Public Administration Review*, 58(3) May/June pp. 209-224. (On Canvas)
- Heidari-Robinson (2017) “Subjecting Donald Trump’s War against the Administrative State to Management Science” *Public Administration Review*. (On Canvas)
- Urban Institute. “The Case for Evidence-Based Policy.” Available Online at: http://www.urban.org/uploadedpdf/901189_evidencebased.pdf

Week 2 (October 7 & 9): The History of Public Administration and Policy

Readings:

- Light, Paul C. (1997) "The Tides of Reform" in *The Tides of Reform: Making Government Work*, (1997) Yale University Press, pp. 15-43. (On Canvas)
- Wilson, Woodrow. (1887) "The Study of Administration." *Political Science Quarterly*, Vol II(2), June (pp. 197-222. (On Canvas)
- Bearfield, Domonic. A. (2009). "What is Patronage: A Critical Reexamination" *Public Administration Review*, Vol.

Week 3 (October 14 & 16)

NO CLASS THIS WEEK due to Salem/Portland Day on Wednesday, October 16

Week 4 (October 21 & 23): Reinventing Government and Critique

Abstract/Outline for Final Paper Due October 23

Presentations for Critical Literature Review

Readings:

- 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. (On Canvas)
- Case: "Reinventing Government in Visalia, CA A Movement at Risk (A)", by Harvey Simon for Marty Linsky. Kennedy School of Government, Harvard University, Case Number C18-95-1302.0 (1995) Purchase online at <https://case.hks.harvard.edu/reinventing-government-in-visalia-ca-a-movement-at-risk-a/> (\$3.95)
- Burnier, DeLysa (2018). Reimagining Performance in Public Administration Theory and Practice: Creating a Democratic Performativity of Care and Hope. *Administrative Theory & Praxis*, Vol. 40, No. 1. (pp. 62-78).

Week 5 (October 28 & 30): Citizen Participation

Presentations for Critical Literature Review

Take-home midterm exam provided October 30

Readings:

- Arnstein, Sherry R. "A Ladder of Citizen Participation" (a classic!) *AIP Journal*, July (1969), pp. 216-224. (On Canvas)
- Fox, Jonathan (2015). "Social Accountability: What Does the Evidence Really Say?" *World Development* Vol 72, (pp. 346-361). (On Canvas)
- 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. (On Canvas)

- Case: TBD

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

Presentations for Critical Literature Review

Midterm Exam Due November 6

Readings:

- Savas, E.S. "Why and How to Privatize" in *Privatization and Public-Private Partnerships* (2000), Seven Bridges Press, pp. 111-146. (On Canvas)
- Durant, Robert F., and Jerome S. Legge, Jr. "Politics, public opinion, and privatization in France: Assessing the calculus of consent for market reforms." *Public Administration Review* 62, no. 3 (2002): 307-323 (On Canvas)
- Heinrich, Carolyn J., and Sarah E. Kabourek. "Pay-for-Success Development in the United States: Feasible or Failing to Launch?." *Public Administration Review*.
- 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) (On Canvas)
- Case: TBD

Week 7 (November 11 & 13): Collaboration

Presentations for Critical Literature Review

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. (On Canvas)
- Eikenberry, Angela M., Verónica Arroyave, and Tracy Cooper. "Administrative failure and the international NGO response to Hurricane Katrina." *Public Administration Review* 67 (2007): 160-170.
- Kania, John and Mark Kramer. "Collective Impact" *Stanford Social Innovation Review*. Winter (2011), pp. 36-41. (On Canvas)
- Case: TBD

Week 8 (November 18 & 20): Dissent, Ethics, and Equity

Commission/Council Blog Post Due November 20

Presentations for Critical Literature Review

Readings:

- O'Leary, Rosemary (2010). "Guerilla Employees: Should Managers Nurture, Tolerate, or Terminate Them." *Public Administration Review* 70(1): pp. 8-19. (On Canvas)

- Van Wart, Montgomery. "The Sources of Ethical Decision Making for Individuals in the Public Sector." *Public Administration Review* 56(6), November/December (1996), pp. 525-533. (On Canvas)
- Riccucci, Norma M. "The pursuit of social equity in the federal government: A road less traveled?." *Public Administration Review* 69, no. 3 (2009): 373-382.
- Bearfield, Domonic A. "Equity at the intersection: Public administration and the study of gender." *Public Administration Review* 69, no. 3 (2009): 383-386.

Note: if you'd like me to review your draft paper, it is due to me by Wednesday, November 20 by email at slall@uoregon.edu

Week 9 (November 25) Theories of Policy Formation

Presentations for Critical Literature Review

NO CLASS ON November 27 (Day before Thanksgiving)

- Sabatier and Weible (2007) "The Advocacy Coalition Framework." *Theories of the Policy Process* (2nd edition), edited by Paul Sabatier. (on Canvas)
- Schlauffer, Caroline, Iris Stucki, and Fritz Sager. "The political use of evidence and its contribution to democratic discourse." *Public Administration Review* 78, no. 4 (2018): 645-649. (on Canvas)
- Schneider and Sidney (2009). "What's Next for Social Construction Theory", *Policy Studies Journal* 37(1): 103-119. (on Canvas)

Week 10 (December 2 & 4): Where do We Go From Here?

Presentations for Critical Literature Review

Final Paper due December 4

Readings:

- Abonyi, George and David Van Slyke. "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) (Dec 2010), pp. S33-S45. (On Canvas)
- Grimmelikhuijsen, Stephan, Sebastian Jilke, Asmus Leth Olsen, and Lars Tummens. "Behavioral public administration: Combining insights from public administration and psychology." *Public Administration Review* 77, no. 1 (2017): 45-56.
- Kettl, Donald. (2017) "The Clumsy War against the 'Administrative State'", *Public Administration Review*, Advance Online Access (on Canvas).