



**Course Name:** Public Organizations and Leadership

**Course Number:** PPOL 511

**Credits:** 4

**Instructor name:** Brent S. Steel

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**Syllabus Version:** Summer

## **Course Description**

Provides an historical overview of developments in, and theories associated with, the organization and control of public organizations. Students will critically examine various influential models of bureaucracy, while also learning about the strengths and weaknesses of emergent forms of bureaucratic organization, including networks, public-private partnerships, collaboration, and governance. The course also explores different theories of leadership, assisting students in the development of their own authentic leadership style, and thinking through the application of such theories and styles to the real world of public organization leadership, especially in the fragmented, decentralized, complex, and uncertain contemporary environment of networks, partnerships, and governance.

## **Course Overview**

This course is a basic introduction for graduate students to two key areas important to the understanding and practice of public policy, particularly successful policy implementation. Area 1 is public organizations or the study of government bureaucracy. Area 2 is leadership of those public organizations.

In the first part of the course, students will receive an historical overview of developments in, and theories associated with, the organization and control of public organizations. A key part of this exploration is learning how to critically examine and dissect the various influential models of bureaucracy, while also learning about the strengths and weaknesses of emergent forms of bureaucratic organization, including important developments in the study and practice of networks, public-private partnerships, collaboration, and the more encompassing concept of governance.

The second part of the course will be devoted to examining and unpacking different theories of leadership, assisting students in the development of their own authentic leadership style, and thinking through the application of such theories and styles to the real world of bureaucratic leadership, especially in the more fragmented, decentralized, complex, and uncertain contemporary environment of networks, partnerships, and governance.

This course is designed as an online course that will involve online discussions grounded in course readings, team presentations on leadership, an individual self-assessment of

students' personal leadership style, a series of written policy briefs, and a final paper that requires students to analyze, apply, and synthesize course lessons from both the public organization and leadership literatures.

## **Communication**

Please post all course-related questions in the Q&A Discussion Forum so that the whole class may benefit from our conversation. Please contact me privately for matters of a personal nature. I will reply to course-related questions within 24-48 hours. I will strive to return your assignments and grades for course activities to you within five days of the due date.

## **Course Credits**

This course combines approximately 120 hours of instruction, online activities, and assignments for 4 credits.

## **Technical Assistance**

If you experience any errors or problems while in Canvas, contact 24-7 Canvas Support through the Help link within Canvas. If you experience computer difficulties, need help downloading a browser or plug-in, or need assistance logging into a course, contact the IS Service Desk for assistance. You can call (541) 737-8787 or visit the [IS Service Desk](#) online.

## **Learning Resources**

The following books are required. All other required readings will be provided to students as attachments in the online CANVAS course space.

Miller, Gary and Whitford, Andrew. 2016. *Above Politics: Bureaucratic Discretion and Credible Commitment*. Cambridge, UK: Cambridge University Press.

Perry, James L. Ed. 2010. *The Jossey-Bass Reader on Non-Profit and Public Leadership*. San Francisco, CA: Jossey-Bass.

Wheatley, Margaret J. 2006. *Leadership and the New Science: Discovering Order in a Chaotic World*. 3<sup>rd</sup> ed. San Francisco, CA: Berrett-Koehler Publishers.

**Note to students:** Please check with the OSU Bookstore for up-to-date information for the term you enroll ([OSU Bookstore Website](#) or 800-595-0357). If you purchase course materials from other sources, be very careful to obtain the correct ISBN.

## **Measurable Student Learning Outcomes**

***By the end of the course, students will...***

LO1: be able to identify, describe and critically evaluate the key theoretical perspectives and models in the field of Public Administration. This will be assessed through participation in weekly online discussions and the completion of multiple written policy briefs. Lessons

learned about newer contemporary models for organizing and controlling public bureaucracies will also be assessed as part of the final, culminating paper that integrates and synthesizes lessons learned throughout the entire course.

LO2: be able to analyze, comprehend, and discuss the major developments and issues in the organization and practice of public administration over time. This will be assessed through participation in weekly online discussions and the completion of multiple written policy briefs.

LO3: be able to critically consider and then apply the different theories and styles of leadership for public sector organizations. This will be assessed through participation in weekly online discussions, the completion of written policy briefs, an individual self-reflection exercise on personal leadership style, and team exercises that apply relevant theories and concepts to problem sets.

LO4: be able to critically consider the challenges facing leaders in contemporary public sector organizations. This will be assessed through a final, culminating paper that integrates and synthesizes lessons learned throughout the entire course.

LO5: be able to analyze, integrate, and synthesize scholarly materials in clear, concise, and compelling form via written communication. This will be assessed through participation in weekly online discussions and the completion of multiple written policy briefs.

## Evaluation of Student Performance

### **Weekly Canvas Discussion [10 pts each; 100 points total]**

Participation in **TEN** weekly Canvas discussion groups is required beginning Week 1. Discussion topics should relate to the week's assigned readings and other relevant observations. Each student must submit **ONE** original posting by Wednesday (11:59 pm). Then each student is responsible for **TWO** additional replies (minimum) to another student's posting by Sunday (11:59 pm).

### **Policy Response Papers [35 points; 140 points total]**

Each student is responsible for submitting **FOUR** policy response papers (your choice of topics/weeks). Each Policy Response (PR) paper should be a 2 page paper (*12 point, Times New Roman font, with normal borders*) that distills the essential elements of the assigned readings, powerpoints and additional web-based materials. **The PR will be due on Friday 8:00 AM of the week at the start of class.** For the purposes of this class, these essential elements are defined as:

**a. Introduction:** Each PR should have an introduction that provides an overview of the material covered by the assigned syllabus topics, and a statement of how you will organize and approach the topics and questions.

**b. Themes:** Each PR will have you identify major themes covered for the assigned syllabus topics. You should identify the key institutions and policies that individuals and groups might encounter and how individuals and groups maybe impacted.

**c. Practical Utility:** Speculate about how useful you the weekly topics are for public and nonprofit administrators and managers.

**d. Brilliant Insights or Thoughts:** Category four is the only reason you should go over 2-3 pages. As to what you write here, well....hard to say: it should be brilliant though! (And no more than one additional page).

**Week 9/Practical Leadership Theory -- Team "Synthesis" Exercise – You tell me/us .... [50 points]**

Work together to present "Ashworth's" theory of leadership in a PPT (he claims not to have one, but he does.) Be creative here & think outside the box. Let's get our intellectual juices flowing. See formal assignment in Week 9 Learning Module for actual assignment.

**Synthesis/Culminating Leadership Paper [75 points]**

12 – 15 pp. double-spaced. Due at end of quarter. See Final Paper assignment in Week 10 Learning Module.

**TOTAL POINTS**

- 100 points: Weekly Canvas Instruction
- 140 points: Policy Response Papers
- 50 points: Practical Leadership Exercise
- 75 points: Leadership Paper
- **365 Points Total**

## Grade Distribution

<b>Letter Grade</b>	<b>Percent of points possible</b>
<b>A</b>	[94-100%]
<b>A-</b>	[90-94%]
<b>B+</b>	[87.5-90%]
<b>B</b>	[82.5-87.5%]
<b>B-</b>	[80-82.5%]
<b>C+</b>	[77.5-80%]
<b>C</b>	[72.5-77.5%]
<b>C-</b>	[70-72.5%]
<b>D+</b>	[67.5-70%]
<b>D</b>	[62.5-67.5%]
<b>D-</b>	[60-62.5%]
<b>F</b>	[0-60%]

## Course Content

Week	Topic	Readings
Week 1	Foundations of Public Administration: Jacksonian model, Progressive reforms & Orthodox/Good Govt. Model through to mid-20 <sup>th</sup> Century	<p>*Start by watching four short videos on classic problems with bureaucracy (see Exercise 1) (4 videos total less than 15 minutes in all)</p> <p>*Kettl, D.F. (2014) <i>The Politics of the Administrative Process, 6<sup>th</sup> Edition</i>. Thousand Oaks (CA): CQ Press. Chapters 1 &amp; 3.</p> <p>Miller, Gary and Whitford, Andrew, <i>Above Politics: Bureaucratic Discretion and Credible Commitment</i>. Cambridge. Chapters 1 thru 5.</p> <p>*Wilson, Woodrow. 1887. "The Study of Administration."</p> <p>* watch video titled 'Max Weber – Bureaucracy' <a href="https://www.youtube.com/watch?v=HEo27x3n-tc">https://www.youtube.com/watch?v=HEo27x3n-tc</a></p> <p>*Frederick Taylor, Scientific Management.</p> <p>*Luther Gulick, Notes on the Theory of Organizations</p>
Week 2	Critiques of, and Concerns About the Classic/Orthodox Model	<p>*Simon, The Proverbs of Administration.</p> <p>Miller, Gary and Whitford, Andrew, <i>Above Politics: Bureaucratic Discretion and Credible Commitment</i>. Cambridge. Chapters 6 thru 10.</p> <p>*Goodnow, F.J. (1967) <i>Politics and Administration</i>. New York : Transaction</p> <p>*Wood, B. and Waterman, R. (1991). The Dynamics of Political Control of the Bureaucracy. <i>American Political Science Review</i> 85(3): 801-828.</p> <p>*watch video with Michael Lipsky discussing his famous street level bureaucrat concept. <a href="https://www.youtube.com/watch?v=ZX1IivgPspA">https://www.youtube.com/watch?v=ZX1IivgPspA</a></p>
Week 3	Reform Models: Public Choice, New Public Management, New Public Service	<p>Denhardt &amp; Denhardt, Chapter 4, 5, 6 &amp; 7</p> <p>*Ostrom, E. <i>Public Choice Theory and Institutional Analysis</i>.</p>

		<p>*Hood, C. (1991). A public management for all seasons? <i>Public Administration</i>, 69(1), 3-19.</p> <p>*Mintzberg, H. (1996). Managing government, governing management. <i>Harvard Business Review</i>, 74(3) 75-83.</p> <p>*J.S. Mill reading on Utilitarianism</p> <p>*The Cost of a Human Life, Statistically Speaking, Partnoy (2012).</p> <p>(Read Exercise 2 before watching this.) "Leading Change: The Convergence of Politics &amp; Policy," watch Elaine Kamarck, a leader in the Clinton Administration, now at the Brookings Institution, talk about politics, policy and reinventing govt.  <a href="https://www.youtube.com/watch?v=P4zOX7QFhuk">https://www.youtube.com/watch?v=P4zOX7QFhuk</a></p>
Week 4	Networks & Collaboration	<p><b>*Prof assigns teams for Wk 9 Leadership presentation.</b></p> <p>*Milward, H.B., and K.G. Provan. (2006). <i>A Manager's Guide to Choosing and Using Collaborative Networks</i>. Networks and Partnership Series. Washington, DC: IBM Center for the Business of Government.</p> <p>*O'Toole, L.J. (1997). Treating Networks Seriously, <i>Public Administration Review</i>, 57(1): 45 – 52.</p> <p>*Silke, A. and Kersi H. (2007). <i>The Network Approach</i> in P. A Sabatier (ed.) <i>Theories of the Policy Process</i> 2<sup>nd</sup> Edition, Boulder (CO): Westview.</p> <p>Ansell, C., &amp; Gash, A. (2008). Collaborative governance in theory and practice. <i>Journal of Public Administration Research and Theory</i>, 18(4), 543-571.</p> <p>Kettl, D. F. (2006). Managing boundaries in American administration: The collaboration imperative. <i>Public Administration Review</i>, 66(s1), 10-19.</p>
Week 5	Governance & Public-Private Partnerships	<p><u>Governance</u></p> <p>*Chhotray, V. and Stoker, G. (2009). <i>Governance Theory and Practice. A Cross-Disciplinary Approach</i>. Basingstoke: Palgrave Macmillan.</p> <p>*Peters, B.G. (2010). Metagovernance and Public Management, in S.P. Osborne (ed). <i>The New Public Governance</i> (pp. 36 – 51) London: Routledge</p>

		<p>*Stoker, Gerry. 1998. "Governance as Theory: Five Propositions."</p> <p><u>Public-Private Partnerships</u>  *Watch this 10-minute video on Public-Private Partnership (PPP) Concept, Benefits and Limitations. Presented by UN ESCAP at <a href="https://www.youtube.com/watch?v=WYoXWNm6Zw">https://www.youtube.com/watch?v=WYoXWNm6Zw</a></p> <p>*Bertelli, A.M. and Smith, C. R. (2010). 'Relational Contracting and Network Management.' <i>Journal of Public Administration Research and Theory</i>, 20(S): i21-i40.</p> <p>*Milward, B., and Provan, K. (2000). 'Governing the Hollow State', <i>Journal of Public Administration Research and Theory</i>, 10(2): 359 – 379</p> <p>*Teisman and Klijn (2002). Partnership Arrangements: Governmental Rhetoric or Governance Scheme?, <i>Public Administration Review</i>, 62(2): 197 - 205</p>
<p>Week 6</p>	<p>Bureaucratic Discretion, Ethics &amp; Accountability</p>	<p><u>Discretion</u>  *Lipsky, M. (2010). <i>Street-Level Bureaucracy: The Critical Role of Street Level Bureaucrats</i>. Pp. 404-411.</p> <p>*Kelly, M. (1994). Theories of justice and street-level discretion. <i>Journal of Public Administration Research and Theory</i>, 4, 2, 119-140.</p> <p><u>Ethics:</u>  *Lewis, C. W. (2013). <i>The Ethics Challenge in Public Service</i>. San Francisco : Jossey Bass</p> <p>*Rohr, <i>Ethics for Bureaucrats</i>.</p> <p><u>Constitutional Competence &amp; Accountability</u>  *Rosenbloom and Carroll. 1990. <i>Toward Constitutional Competence: A Casebook for Public Administrators</i>. Prentice Hall. Read Intro, pp. 1 – 24.</p> <p>*Stillman, Richard. 2012. "[Chapter 15] The Relationship b/w Bureaucracy and the Public Interest: The Concept of Administrative Responsibility," in <i>Public Admin: Concepts and Cases</i>.</p> <ul style="list-style-type: none"> <li>• Read the Friedrich and Finer pieces/debate on pp. 438-451.</li> <li>• Read the case on "Torture &amp; Public Policy." Pp. 452-468.</li> </ul>

Week 7	Leadership: Aspirations, Theories, Conceptual and Human Skills	<p>Perry, James L., (ed.) 2010. <i>The Jossey-Bass Reader on Non-Profit and Public Leadership</i>. San Francisco, CA: Jossey-Bass.</p> <ul style="list-style-type: none"> <li>• <u>Aspirations for Leaders</u> – Perry, (ed.) 2010, pp. 1 – 54.</li> <li>• <u>Leadership Theories</u> – Perry, (ed.) 2010, pp.69 – 123.</li> <li>• <u>Conceptual Skills</u> – Perry, (ed.) 2010. pp. 177-182; 239-275; and 305-331.</li> <li>• <u>Human Skills</u> – Perry, (ed.) 2010, pp.332 – 370.</li> <li>• <u>Diversity</u> – Brescoll, 2011. What do Leaders need (Yale Univ., web link in Canvas).</li> </ul>
Week 8	Cultural Competency and Ethical Leadership	<ul style="list-style-type: none"> <li>• Hassan, Shahidul and Bradley Wright. 2014. "Does Ethical Leadership Matter in Government? Effects on Organizational Commitment, Absenteeism, and Willingness to Report Ethical Problems," <i>Public Administration Review</i> 74: 333-343.</li> <li>• Reading packet: Special Edition of <i>The Journal of Child and Youth Care Work on Cultural Competency</i>, 2012.</li> </ul>
Week 9	The Realities of Public Leadership: Of Dogs, Fireplugs and Other Things	<p>Ashworth, Kenneth. 2001. <i>Caught Between the Dog and the Fireplug, or How to Survive Public Service</i>. (this is a very applied, practice-based piece by someone who was at top leadership levels for decades)</p> <ul style="list-style-type: none"> <li>• Read only those chapters assigned in team exercise.</li> </ul> <p>Teams of 2-3 students will present/synthesize Ashworth's lessons into theory of public leadership (he claims not to have one), while also comparing his theory to, and critiquing it against, leadership lessons gleaned from Weeks 7 and 8. The Prof will assign teams during Week 4 of the quarter.</p>
Week 10	Leadership in Complex & Turbulent Times	<p>Perry, ed. 2010. <i>The Jossey-Bass Reader</i>. pp. 124 – 176.</p> <p>Wheatley, Margaret J. 2006. <i>Leadership and the New Science: Discovering Order in a Chaotic World</i>. 3<sup>rd</sup> ed.</p>



		<p>San Francisco, CA: Berrett-Koehler Publishers.</p> <p>--Challenges us to reimagine organizations and the art of dealing with the complexity of human systems and chaos.</p> <p>Center for Creative Leadership, "Coronavirus (COVID-19): Leadership Resources for Times of Crisis (website).</p>
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## Course Policies

### Discussion Participation

Students are expected to participate in all graded discussions. While there is great flexibility in online courses, this is not a self-paced course. You will need to participate in discussions on at least two different days each week, with your first post due no later than Wednesday evening, and your second and third posts due by the end of each week (Sundays, 11:59 pm).

### Late Work Policy

In general, late assignments will be penalized 25% of the total score for each day they are late. This policy will be strictly enforced. By definition, "late" means any assignment submitted after the assignment date. Remember that professionals are not late.

### Incompletes

Incomplete (I) grades will be granted only in emergency cases (usually only for a death in the family, major illness or injury, or birth of your child), and if the student has turned in 80% of the points possible (in other words, usually everything but the final paper). If you are having any difficulty that might prevent you completing the coursework, please don't wait until the end of the term; let me know right away.

### Guidelines for a Productive and Effective Online Classroom

Students are expected to conduct themselves in the course (e.g., on discussion boards, email) in compliance with the university's regulations regarding civility. Civility is an essential ingredient for academic discourse. All communications for this course should be conducted constructively, civilly, and respectfully. Differences in beliefs, opinions, and approaches are to be expected. In all you say and do for this course, be professional. Please bring any communications you believe to be in violation of this class policy to the attention of your instructor.

Active interaction with peers and your instructor is essential to success in this course, paying particular attention to the following:

- Unless indicated otherwise, please complete the readings and view other instructional materials for each week before participating in the discussion board.
- Read your posts carefully before submitting them.

- Be respectful of others and their opinions, valuing diversity in backgrounds, abilities, and experiences.
- Challenging the ideas held by others is an integral aspect of critical thinking and the academic process. Please word your responses carefully, and recognize that others are expected to challenge your ideas. A positive atmosphere of healthy debate is encouraged.

### **Statement Regarding Students with Disabilities**

Accommodations for students with disabilities are determined and approved by Disability Access Services (DAS). If you, as a student, believe you are eligible for accommodations but have not obtained approval, please contact DAS immediately at 541-737-4098 or at <http://ds.oregonstate.edu>. DAS notifies students and faculty members of approved academic accommodations and coordinates implementation of those accommodations. While not required, students and faculty members are encouraged to discuss details of the implementation of individual accommodations.

### **Accessibility of Course Materials**

All materials used in this course are accessible. If you require accommodations please contact [Disability Access Services \(DAS\)](#).

Additionally, Canvas, the learning management system through which this course is offered, provides a [vendor statement](#) certifying how the platform is accessible to students with disabilities.

### **Expectations for Student Conduct**

Student conduct is governed by the university's policies, as explained in the [Student Conduct Code](#). Students are expected to conduct themselves in the course (e.g., on discussion boards, email postings) in compliance with the university's regulations regarding civility.

### **Academic Integrity**

Students are expected to comply with all regulations pertaining to academic honesty. For further information, visit [Student Conduct and Community Standards](#), or contact the office of Student Conduct and Mediation at 541-737-3656.

OAR 576-015-0020 (2) Academic or Scholarly Dishonesty:

- a) Academic or Scholarly Dishonesty is defined as an act of deception in which a Student seeks to claim credit for the work or effort of another person, or uses unauthorized materials or fabricated information in any academic work or research, either through the Student's own efforts or the efforts of another.
- b) It includes:
  - i) CHEATING - use or attempted use of unauthorized materials, information or study aids, or an act of deceit by which a Student attempts to misrepresent mastery of academic effort or information. This includes but is not limited to unauthorized copying or collaboration on a test or assignment, using prohibited materials and

texts, any misuse of an electronic device, or using any deceptive means to gain academic credit.

- ii) FABRICATION - falsification or invention of any information including but not limited to falsifying research, inventing or exaggerating data, or listing incorrect or fictitious references.
  - iii) ASSISTING - helping another commit an act of academic dishonesty. This includes but is not limited to paying or bribing someone to acquire a test or assignment, changing someone's grades or academic records, taking a test/doing an assignment for someone else by any means, including misuse of an electronic device. It is a violation of Oregon state law to create and offer to sell part or all of an educational assignment to another person (ORS 165.114).
  - iv) TAMPERING - altering or interfering with evaluation instruments or documents.
  - v) PLAGIARISM - representing the words or ideas of another person or presenting someone else's words, ideas, artistry or data as one's own, or using one's own previously submitted work. Plagiarism includes but is not limited to copying another person's work (including unpublished material) without appropriate referencing, presenting someone else's opinions and theories as one's own, or working jointly on a project and then submitting it as one's own.
- c) Academic Dishonesty cases are handled initially by the academic units, following the process outlined in the University's Academic Dishonesty Report Form, and will also be referred to SCCS for action under these rules.

### **Tutoring and Writing Assistance**

[NetTutor](#) is a leading provider of online tutoring and learner support services fully staffed by experienced, trained and monitored tutors. Students connect to live tutors from any computer that has Internet access. NetTutor provides a virtual whiteboard that allows tutors and students to work on problems in a real time environment. They also have an online writing suite where tutors critique and return essays within 24 to 48 hours. Access NetTutor from within your Canvas class by clicking on the Tools button in your course menu.

The [OSU Graduate Writing Center](#) and the Public Policy Graduate Writing Tutor (i.e., Daniel Shaffer), are available for students in the course.

### **TurnItIn**

Your instructor may ask you to submit one or more of your writings to Turnitin, a plagiarism prevention service. Your assignment content will be checked for potential plagiarism against Internet sources, academic journal articles, and the papers of other OSU students, for common or borrowed content. Turnitin generates a report that highlights any potentially unoriginal text in your paper. The report may be submitted directly to your instructor or your instructor may elect to have you submit initial drafts through Turnitin, and you will receive the report allowing you the opportunity to make adjustments and ensure that all source material has been properly cited. Papers you submit through Turnitin for this or any class will be added to the OSU Turnitin database and may be checked against other OSU paper submissions. You will retain all rights to your written work. For further information, visit [Academic Integrity for Students: Turnitin – What is it?](#)

## **Student Evaluation of Courses**

The online Student Evaluation of Teaching system opens to students during the week before finals and closes the Monday following the end of finals. Students receive notification, instructions and the link through their ONID. They may also log into the system via Online Services. Course evaluation results are extremely important and used to help improve courses and the online learning experience for future students. Responses are anonymous (unless a student chooses to "sign" their comments, agreeing to relinquish anonymity) and unavailable to instructors until after grades have been posted. The results of scaled **Basic**

## **Needs**

Any student who has difficulty affording groceries or accessing sufficient food to eat every day, or who lacks a safe and stable place to live, and believes this may affect their performance in the course, is urged to contact the Human Services Resource Center (HSRC) for support ([hsrc@oregonstate.edu](mailto:hsrc@oregonstate.edu), 541-737-3747). The HSRC has a [food pantry](#), a [textbook lending program](#) and other resources to help. Furthermore, please notify the professor if you are comfortable in doing so. This will enable them to provide any resources that they may possess.

## **Getting Help**

We all go through times in life when we need help. Learn about counseling and psychological resources for Ecampus students. If you are in immediate crisis, please contact the Crisis Text Line by texting OREGON to 741-741 or call the National Suicide Prevention Lifeline at 1-800-273-TALK (8255). There are additional resources if you are located near campus: Access counseling through [OSU Counseling and Psychological Services \(CAPS\)](#), where you can get group counseling, individual therapy, or relational counseling. Website: <https://studentlife.oregonstate.edu/hsrc>