Managing Public Sector Organizations
PUBAFRS 6050
Course Number 5482; 4 credit hours

COURSE SYLLABUS
Fall 2015, Hagerty Hall Room 056
Thursdays, 5:45 p.m. – 9:20 p.m.

Professors:
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Office Hours: By Appointment (also by phone or Skype)

COURSE DESCRIPTION
Organizations are essential to providing the goods and services that permeate our everyday existence. They impact our daily lives in countless ways. In the public sector, they are fundamental to the implementation and delivery of any government service or public policy agenda. When they are managed well, they achieve positive results and further their fundamental vision and mission. When managed poorly, it can be disastrous.

This course provides an introduction to public sector organizational management. This course complements other core graduate courses offered by the College of Public Affairs, including PUBAFRS 6060: Managing Human Resources in Public Organizations; PUBAFRS 6080: Public Affairs Program Evaluation; PUBAFRS 6040: Public Budgeting and Finance; PUBAFRS 6010: Legal Environment of Public Organizations.

In this course, we will consider the organization as the unit of analysis. We will build from a foundation in organizational theory, and consider modern management challenges facing organizations that carry out public purposes. We will focus on traditional public sector organizations, government funded bureaus, and agencies that deliver public services directly to citizens, but we will also consider other organizations that operate in the public sector (e.g. nonprofits, private firms under contract).

The course focuses on the following key areas:

- **Nature of public organizations.** We will pull from organizational theory and practice to distill the core similarities and differences between organizations operating publicly, and those operating privately.
- **Environment and context of organizations.** We will identify how different environmental factors constrain and enhance the ability of managers to deliver goods and services. All organizations operate in multi-layered environments, but public
sector organizations are perhaps unique in the complexity of their environmental circumstances.

- **Organizational processes and structures.** We will explore features and actions that define and direct organizational activity, including goals, decision making processes, and formal structure.

- **Organizational strategy, change and reform.** We will conclude with a discussion of organizational strategy and reform, with particular focus on efforts to reform public organizations.

The course will not address key organizational management dimensions covered in other courses, including financial management, human resources management and legal foundations.

This course involves a mix of readings, case analyses, lectures, discussions and out-of-class assignments. Assigned readings will be supplemented with pertinent articles as well as weekly case studies to bring theory into practice. The lectures and discussions are designed to elaborate on and clarify key concepts. The assignments are designed to provide you with an opportunity to think critically about managing organizations in a public context, and to give you experience with basic management tools (i.e. stakeholder identification and analysis, strategic planning).

**COURSE OBJECTIVES**

The goal of this course is for you to learn to do each of the following:

1. Explain the purpose of public sector organizations.
   a. Summarize the purpose of public sector organizations.
   b. Identify the mission, goals and objectives of a specific public sector organization.
   c. Differentiate the functions of public, nonprofit and private sector organizations.

2. Describe how public sector organizations are structured to operate.
   a. Identify the different environments in which organizations exist.
   b. Explain how an organization’s environment influences the organization’s structure.

3. Identify the external stakeholders of public sector organizations and their impact on the organization.
   a. Identify the external stakeholders of public sector organizations.
   b. Analyze the differences between external stakeholders for public, nonprofit and private organizations.

4. Outline challenges to organizational success.
   a. State the challenges public organizations face in achieving success.
   b. Describe the challenges public organizations face, accounting for the unique environments in which they operate.

5. Analyze an organization’s current state to identify strengths, weaknesses, opportunities and threats (SWOTs) which could then serve to support a strategic planning process.
a. Develop a logic model for understanding the reasoning behind organizational activity.
b. Conduct a SWOTs analysis.
c. Identify areas of strategic focus based on the SWOTs analysis.

COURSE READING MATERIAL

REQUIRED:* Coursepack with electronic cases and readings from Harvard Business School:
https://cb.hbsp.harvard.edu/cbmp/access/39341051

All other reading material will be posted to Carmen

*You will need to create a username and password the first time that you click on the link to the Harvard Business School publishing website. You will then be able to purchase (online) the coursepack that has been created for our class. The cost is about $12.

GRADING AND COURSE REQUIREMENTS

The graded components in this course include (1) a stakeholder analysis for a specific program or initiative within an organization; (2) a SWOTs analysis for the same program or initiative within an organization; (3) facilitation of an in class case study activity; (4) prepared written responses to two case studies and the in-class contracting activity; and (5) effective class participation. Each of the course components, and their contribution to your final grade, is discussed in detail below.

Grade Distribution:
- Stakeholder Analysis: 20%
- SWOTs Analysis: 30%
- Case Study Facilitation (Group): 10%
- Case Study Responses/Class activity (3 @ 10% each): 30%
- Class/Facebook Participation: 10%

Transformation of numerical grade to a letter grade will be according to the schedule below:

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Specific definitions of various grades can be found in Rule 3325-8-21 of the University Rules http://trustees.osu.edu/rules/university-rules/chapter-3335-8-instruction.html. The rules state that instructors are permitted to assign grades “based upon a comparison with other students in the course, and/or with students who have taken the course previously, and/or the instructor’s personal expectations relative to the stated objectives of the course, based on the instructor’s experience and expertise.” This means that all students can receive high grades, but that the totality of the work of all students can form the basis against which each individual student’s work is judged.
Graded Course Components:

**Stakeholder Analysis**

By the 3rd class, you will identify a public or nonprofit organization and a specific program or initiative within the organization for the course assignments (stakeholder analysis and SWOTs analysis). If you need help identifying an organization or program, you can browse local nonprofit organizations and their programs online through The Columbus Foundation’s Power Philanthropy tool: [http://columbusfoundation.org/p2/](http://columbusfoundation.org/p2/). The stakeholder analysis consists of two components: (1) context and stakeholder analysis motivation; and (2) stakeholder identification and analysis.

First, you will describe the context of a selected program or initiative within your organization, including a brief background about your organization (incorporating statutes or authority, public purpose, and key activities) and a brief description of the program or initiative you have selected for your stakeholder analysis (and the subsequent SWOTs analysis). You will also make the case for why a stakeholder analysis is important and potentially beneficial for this particular program or initiative. This section should be about one page (single spaced, 12 point font).

Second, you will identify and categorize organizational stakeholders for the program or initiative you have selected (e.g. clients and service recipients, legislators, regulators, competitors). Identification of the stakeholders will likely be relatively straightforward — stakeholders are any organization, individual or group who are either impacted by or impact the organization. The more challenging activity will be to categorize stakeholders based on the degree to which they impact or are impacted by the organization (relative power and interest) and their potential influence over the program or initiative. It is important to assess how particular changes to the program or initiative might be received by each stakeholder and their likely response. You must use the Power/Interest Grid for your stakeholder analysis and that grid should be inserted directly into the paper at the appropriate section.

The total length of your stakeholder analysis assignment should no more than 8 pages, single spaced (please put a space between paragraphs!), 12 point Times New Roman font. A final Reference List or End Notes will not count towards the 8-page limit for this assignment. Please put your name on each page of your assignment.

**SWOT Analysis Assignment**

The structure of the course is designed to provide you with general exposure to the environment of public sector organizations, as well as their internal composition and operation. SWOT analyses consist of an environmental scan to identify opportunities and threats, and an internal assessment of organizational strengths and weaknesses. Ultimately, a SWOT analysis is designed to assist managers in making decisions about how to position an organization to achieve mission, goals and objectives and meet the demands of targeted stakeholders. This assignment builds on the stakeholder analysis that precedes it.
SWOT is a generic framework with few protocols. As such there is no standard form for presentation. While you want to be comprehensive in the analysis you conduct, you also want to be succinct in the material that you present. In a management context, concise documents are far more likely to get consumed than extensive ones. However you decide to present the results of your analysis, your SWOT assignment should include the following elements.

1. Organizational Background and Overview (brief history, legal mandate, mission and goals, and goods and/or services provided)
2. External Assessment (Opportunities and Threats)
3. Internal Assessment (Strengths and Weaknesses)

Your SWOT assignment should be no longer than ten pages, single-spaced, 12-point font, 1-inch margins. (Please insert a space between paragraphs!) Your SWOT assignment is due as a MS Word document submitted to Carmen by midnight on Dec. 3. This assignment represents 30% of your final grade.

In addition to the quality of your analysis and the conciseness of your presentation, you will also be evaluated on the thoroughness of your research and the clarity of your writing. In the internet age you have access to a wide variety of sources of information on various organizations. Consequently, expectations are high that you will not simply rely on three or four sources for your analysis. You should consider a variety of sources for your analysis, including, but not limited to:

- Authorizing legislation or other relevant legal documents (e.g. contracts);
- Material published by the organization;
- Evaluations conducted by oversight organizations (e.g. legislative oversight committees, public ombudsmen, inspector general reports, Government Accountability Office or its state/local equivalent, Office of Management and Budget or its state/local equivalent);
- Reports in periodicals;
- Primary or secondary interviews; and
- Blogs.

Cite all sources and be consistent in the method by which you cite (e.g. footnotes, endnotes, APA style). A list of references does not count against the ten page threshold. Include your name and page number in the header or footer of each page.

**Case Study Facilitation**

Throughout the course, five case studies will be presented in class by students to help reinforce course concepts with practical application. While all students will be expected to prepare for and participate in all case discussions, there will be an assigned student team to facilitate the case discussion on any given week. Specifically, you will be assigned to one case at the beginning of the quarter that you will serve as the facilitator for case discussion with 4-5 other classmates. You will receive a group grade for your facilitation of class discussion (worth 10% of your final grade).
To prepare for your case facilitation, you should meet ahead of time (outside of class) with your team. It is also advised that your team meet with the instructor to review your plan at least one week prior to your facilitation. Your team will be graded on the following five components:

1. Clear synopsis of a management challenge evident in the case, as it relates to the course materials for the week (20 points);
2. Application of concepts, tools or insights from course materials to the identified management challenge in the case (20 points);
3. Discussion of different alternatives available to the decision-maker(s) faced with the challenge (20 points);
4. Assessment of the lessons learned from the case as they relate to the course materials for the week (20 points); and
5. Effectiveness of the presentation style. A power point summary of the case, with your assessment outlined, is NOT acceptable to facilitate class discussion (20 points).

Case Study Responses and Contracting Exercise:
For the weeks in which a case study is assigned, a case study response question is posted in the syllabus to guide your reading and help you prepare for class discussion. The questions are designed to reinforce key concepts from the reading materials, and to engage critical thinking about how the materials relate to contemporary public management. The questions, by design, are open-ended, requiring critical thinking and individualized responses. There is no one right answer, but there are insufficient and incorrect responses.

While there are four opportunities for you to submit a Case Study Response (not counting the week of your case facilitation), you are required to turn in only two responses to be graded.

Case Study Responses:
Your written response to the case study question is to be submitted to the Carmen Web site prior to the start of the class session (Thursday by 5:45 pm). The Case Study Response is your opportunity to apply the week’s course materials, and demonstrate your critical thinking and grasp of concepts— not to summarize the case study. Each response should be about two pages in length (single spaced – please insert a space between paragraphs!). Your responses will be evaluated based on the following criteria:

1. Understanding of course materials, as indicated by the accuracy of your response and appropriate use of references from assigned course readings;
2. Critical thinking, as demonstrated by your own evolving assessment of the particular issue presented in the case study; and
3. Readability. Your entry should be well written and free of grammatical, punctuation and spelling errors.

Contracting Exercise:
In addition to the Case Study responses, there will be one In-Class Activity that will be graded for credit. That is the Contracting Exercise on November 12.

Class Participation/Facebook Contribution
What you take away from this course will be a direct function of the effort you put forth inside and outside of class. While voluntary contribution is preferred, you can expect that
you may be called upon at any time. After each class, the instructors will take notes on students’ contributions to the class session. Class participation comprises 10% of the final grade. **If you do not attend class, it is impossible to receive credit for class participation.**

Effective class contribution entails providing good answers to questions. Effective comments add to our understanding of the underlying conceptual material, challenge and clarify the ideas expressed by others, integrate material from past classes or other courses, and show evidence of analysis rather than mere opinion or “gut feeling”. Effective responses demonstrate that you have thought deeply about the material and can develop creative and innovative insights through this analytic effort.

A Facebook page has been established for the class. It is called “The Adventures of OrgMan.” It can be found at [https://www.facebook.com/groups/708734122593913/](https://www.facebook.com/groups/708734122593913/). This will allow students and instructors to think deeply, reflect, and engage with each other about organizational management issues they encounter.

Suitable topics for discussion include, but are not limited to, the following:

- Class discussion
- Class readings
- News stories (these are probably the most frequently used)
- Personal experience (e.g., experiences of interactions with organizations)

Students should feel free to provide descriptions, thoughts, perceptions, opinions, critical analysis (what’s obvious, what’s hidden, etc.), brainstorming, etc. Relating the entry to a class discussion or reading is also worthy since it shows connecting the abstract concepts of class to the concrete real world.

Students should provide links to new stories or other sources that are referenced.

Students will be assessed on the extent and quality of your engagement, not your opinions. Opinions are welcome as long as they are presented civilly and not used judgmentally.

**COURSE POLICIES**

Academic and personal misconduct are defined and dealt with according to the procedures in the Code of Student Conduct (http://studentaffairs.osu.edu/resource_csc.asp). Your work should be original. Quotation and paraphrasing of other’s work without citation will not be accepted. If you have any questions about the policy or what constitutes academic misconduct in this course, please contact me.

The Ohio State University and the Committee on Academic Misconduct (COAM) expect that all students have read and understand the University’s Code of Student Conduct, and that all students will complete all academic and scholarly assignments with fairness and honesty. Failure to follow the rules and guidelines established in the University’s Code of Student Conduct may constitute “Academic Misconduct.” Sanctions for the misconduct could include a failing grade in this course and suspension or dismissal from the University.
In the Ohio State University’s Code of Student Conduct, Section 3335-23-04 defines academic misconduct as: “Any activity that tends to compromise the academic integrity of the University, or subvert the educational process.” Examples of academic misconduct include (but are not limited to) plagiarism, collusion (unauthorized collaboration), copying the work of another student, and possession of unauthorized materials during an examination. Ignorance of the University’s Code of Student Conduct is never considered an “excuse” for academic misconduct.

All work is to be submitted through Carmen, as a word document, as we grade and provide feedback for all assignments electronically. If you cannot deliver an assignment through Carmen, you are responsible for submitting assigned material to your assigned instructor by email. Informing us of your intention to be absent does not waive your obligation to submit assigned work. Late work will be accepted with a one-third-letter grade penalty each day that it is late (A- to B+).

Grade Appeals
Grades on assignments are intended to reflect the overall quality of performance of the student. You may appeal your grade on an assignment if you think the grade does not appropriately reflect the quality of your performance. To appeal a grade, submit a clear written explanation describing why you believe the assigned grade is inappropriate within one week after your work is returned. We will carefully consider all such appeals. If we re-grade the assignment, we will re-grade the entire assignment. As a result, the final grade for the re-graded assignment may be greater than, less than, or equal to the original grade.

Getting Help
Writing: We believe being able to write clearly and effectively is essential to success in a career in public administration and in organizational management. We stress good writing throughout the course and expect students to focus on clarity, effective sentence and paragraph structure, effective transitions and concept flow and good grammar and spelling. The University offers a Writing Center that can assist students who need help with writing. More information about the writing center can be found at https://cswr.osu.edu/writing-center.

Library Assistance: The Glenn College has a dedicated librarian at OSU Libraries, David Lincoeur (lincoev.1@osu.edu), who can help provide research assistance. For more information and links to some common public affairs resources, see http://library.osu.edu/find/subjects/public-affairs-resources/.

Students with Disabilities: Students with disabilities that have been certified by the Office for Disability Services will be appropriately accommodated. It is the responsibility of the student to inform the instructor as soon as possible of their needs. The Office for Disability Services is located in 150
Pomerene Hall, 1760 Neil Avenue; telephone 292-3307, TDD 292-0901; http://www.ods.ohio-state.edu/.”
ASSIGNMENT CALENDAR
*All assignments are due PRIOR to the class session for the date indicated, and should be posted to Carmen.

September 10: Organizations identified for analysis;

September 17: Case Study 1 (on Carmen)

September 24: Case Study 2 (on Carmen)

October 1: Case Study 3 (online case link is in syllabus)

October 8: Stakeholder Analysis Due

October 15: Autumn Break

October 22: Case Study 4 (in Harvard Packet)

November 12: Contracting Exercise (on Carmen)

November 19: Case Study 5 (in Harvard Packet)

November 26: No Class (Thanksgiving break)

December 3: SWOTs Analysis Due by midnight.
**COURSE CALENDAR**

*Required readings are designated with an asterisk. All other readings (designated with ^) are supplemental, and are not required but may be helpful as you prepare responses to case studies. Readings are to be read prior to the class session for which they are listed.

**Week 1 (August 27): Introduction to Class and Organizational Management**


**Week 2 (September 3): Understanding Organizations**

*Tolbert and Hall Chapter 1: Thinking About Organizations (Posted to Carmen)

Case Study Example: Hurricane Katrina and Government Response (Professor to facilitate)

Case Response Question (Example):
What role did organizations play in response to Hurricane Katrina? Was the failed response a symptom of failed organizations? A failed system? Discuss.

**Week 3 (September 10): The Publicness of Organizations**

Assignment Due: Organizations and Programs Identified for Stakeholder Analysis


**Week 4 (September 17): Stakeholder Identification, Prioritization and Engagement**

Assignment Due: Case Study 1


Case Study 1: Michelle Rhee and DC Public Schools
Policy Area: Public Education

Case Response Questions:
Describe Michelle Rhee’s approach to managing stakeholders. Why did she take this approach? Was her approach effective? Why or why not?
Week 5 (September 24): Politics, Power & Management

Case Study 2: Gregory Coler and the Florida Department of Health and Rehabilitative Services
Policy Area: State agency and political engagement
Case Response Questions:
TBD

Week 6 (October 1): Managing in Public Networks
Assignment Due: Case Study 2

Case Study 3: Mid-Ohio Foodbank: Building Capacity in Service Provider Networks
Policy Area: Nonprofit Organizations and Food Policy
Case Response Questions:
Based on Milward and Provan’s typology, describe the characteristics of the MOFB network of food pantries. What are the challenges to mobilization around network goals set by the MOFB? How can the MOFB use an understanding of capacity and roles to mobilize its network? What are the key challenges for the MOFB network moving forward?

Online e-case:
http://hubert.hhh.umn.edu/MidOhioFoodbankFinal/index5.html#screen/74f4d3b-683c-4e15-ba22-2ae2c3217366

Week 7 (October 8): Operational Fundamentals: Mission, Goals and Objectives
Assignment Due: Stakeholder Analysis
Week 8 (October 15): No Class – Autumn Break

Week 9 (October 22): Accountability & Performance
Assignment Due: Case Study 4
^Heinrich, Carolyn. 2002. Outcomes-Based Performance Management in the Public Sector:

Case Study 4: GMAP Health Performance System (This is part of the Harvard Packet)

Case Response Questions: Drawing from Romzek (1996), describe the accountability relationships at play in the new GMAP reporting structure in Washington state. What were some of the issues in the implementation of GMAP by the DOH? How does GMAP/HealthMap compare to other “Performance Stat” models? Conclude with your thoughts about the appropriate (and inappropriate) uses of GMAP/HealthMap.

Week 10 (October 29): Performance Measurement: Logic Models & Limitations

Week 11 (November 5): Organizational Design
*Rainey Chapter 8: (Pages 201-232) Organizational Structure, Design, Technology

Week 12 (November 12): Managing Public Sector Contracts
Assignment Due: Contracting Exercise
Contracting Case Study: Government/Nonprofit Contracting

ALL STUDENTS are required to read the case instructions before class and bring a draft of a contract to class. The type of contract depends on your group: Case Study groups #1-2 will write the contract as the Nonprofit (“Bridge Over Troubled Waters”), and Case Study groups #3-4 will write the contract as the Government Mental Health Board.

Final contract must be posted to the Carmen Web site by the end of class and will be graded under the Case Responses/Class Activity Grading Category.

Week 13 (November 19): Strategic Planning & Decision Making in Organizations
Assignment Due: Case Study 5

Case Study 5: Plans vs. Politics: The Aftermath of Hurricane Katrina
(This is part of the Harvard Packet)

Response Questions: How did the Bring New Orleans Back Commission and ULI determine strategies to move forward with rebuilding New Orleans? Which steps achieved their goals? What steps were missing? How did politics and interest groups plan a role?

Week 14 (November 26): NO CLASS / THANKSGIVING

Week 15 (December 3): Reforming Organizations & Org Change
Assignment Due by midnight December 3: SWOTs Analysis

Week 16 (December 10): Synthesizing Organizational Management