RUTGERS
Edward J. Bloustein School of Planning and Public Policy

Semester:	**Fall 2023**
Course Number:	**10:501/775/833:360:01**
Course Title:	**Managing Public Sector Organizations**
Course Day and Time:	**Online, Asynchronous**
Location:	**Online**
Course Instructor:	**Thomas P. Davis**
Contact Information:	**thdavis@ejb.rutgers.edu Text/Phone: 973-713-2116**
Office Hours and Location:	**Tuesday, 10 – 12 and by appointment** **Room 263 EJB School of Planning and Public Policy**
Required Text:	***Managing the Public Sector**, Grover Starling, 2010, Ninth Edition, Wadsworth ISBN – 13978-0-495-83319-2* ***Introducing Public Administration,** Shafritz, et al, 2023, Tenth Edition, Routledge ISBN: 9781032042893*
Additional Content:	**Linked below and posted on Canvas**

Course Description

This course will introduce students to the profession of public administration in the government and nonprofit sectors and relevant aspects of those professions as they relate to the execution of policy. Managerial and leadership roles at various levels of government and nonprofit fields will be discussed as well as foundations in public managerial theory and practice, public service, public policy, international affairs, ethics, public finance and information technology. Students will acquire the knowledge and skills to understand and critically analyze past, present and future trends in public administration and public policy and how to implement, manage and lead in these fields.

When this course is offered online, weekly modules will include a short introductory video lecture orienting students to the week's topic, assigned readings, case studies, discussion questions and problems pertaining to the week's topic that require informed comments and/or questions which count toward class participation. Teams will be assigned to the weekly problems. When offered as a hybrid that meets 80 minutes once per week and 80 minutes online, the above content will be divided between in-person class time and online.

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All students will be responsible for addressing the weekly discussion questions and assigned teams will be responsible for addressing the weekly problems focused on each week's topic.

All assignments will be posted and submitted on Canvas.

Our textbook will be considered a basic reference. Selected readings will also be assigned from other sources. Lectures and discussions, while related to text material, will more often focus on empirical issues. Short synopses, online discussions/in-class discussions (depending on class format), and more will emphasize a critical understanding of the environment within which governance occurs. Each week we will have a topic question for discussion and a problem to address in small groups that focus on some aspect of management in the public sector.

A note on Plagiarism: Please make sure to clearly acknowledge exact sources of information whenever using others' ideas and words. Any student suspected of plagiarism will be subject to Bloustein School review procedures to determine appropriate outcomes. An educational video module on plagiarism is available at: http://www.library.camden.rutgers.edu/educationalmodule/plagiarism (Links to an external site.)Links to an external site.. in addition I encourage you to read and familiar with the Rutgers Policy on Academic Integrity at the Rutgers Academic Integrity Website (Links to an external site.)Links to an external site.

This syllabus presents a general "road map" for this course. Some aspects of the syllabus may change during the course of the semester to accommodate the dynamics and needs of the class. Any changes will be announced in advance.

Setting an Environment of Mutual Respect and Academic Freedom Students enrolling in this class should understand that discussions will present at least two sides to each topic. All views are welcome and encouraged. A classmate or the professor may present a perspective or position on an issue you may not agree with, or in fact may even strongly disagree with. All views are to be respected and constructive dialogue will be strongly supported throughout the semester. The ability to respectfully counter a view or position you do not agree with based on evidence and logic will be an important skill to develop for your future professional career.

Attendance This is an Introduction to professional "Management" course, preparing you to successfully compete in the workforce and become successful in positions of leadership. You can neither benefit from, nor contribute to class discussion, if you are not participating. Your attendance and participation will contribute to your final grade.

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Weekly Agenda:

Week 1- The Public Sector Mission and Its Origins

Readings: Starling, pg. 233, "Defining the Mission and the Desired Outcomes."

The Preamble of the U.S. Constitution

Mission, Vision and Values of the U.S. Office of Personnel Management: https://www.opm.gov/about-us/strategic-plan/mission-vision-values/

How to Write a Mission Statement for Government https://apolitical.co/solution-articles/en/how-to-write-a-mission-statement-for-government

How to Write a Strong Nonprofit Mission Statement Get Fully Funded https://getfullyfunded.com/strong-nonprofit-mission-statement/

Important Concepts

- Mission
- Mission Creep
- Vision
- Goals v. Objectives
- Principle of the Objective

Discussion Question: How does the mission of an organization affect the role of the public manager? Conversely, how does the role of the public manager affect the mission?

Problem: You and a group of your friends have decided to create a nonprofit organization dedicated to rescuing, housing, and providing health care for stray animals in New Brunswick. How would you decide on a mission statement? Should it be detailed? Why or why not?

Week 2:   Public Management in the United States; Section II of the U.S. Constitution

To understand the empowering laws for executive leadership in the United States, we need to begin with the Articles of the Constitution, specifically Article II. Article II outlines how the executive branch of the government manages the day-to-day operations of government through various federal departments and agencies, such as the Department of Treasury. At the head of this branch is the nationally elected President of the United States. The president swears an oath to 'faithfully execute' the responsibilities as president and to 'preserve, protect and defend the Constitution of the United States'. Its powers include making treaties with other nations, appointing federal judges, department heads and Ambassadors, and determining how to best run the country and run military operations.

Readings: Shafritz, pp 46 – 48; 510 – 528; 252 – 271; Starling, Chapter 1

Discussion question: Who is responsible for implementing laws? Can the president be described as a lawmaker? Why or why not? What is an executive order? Is it law?

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Problem: As president, if you support the Equal Rights Amendment, how would you do that as the "implementer" of laws? What powers can you invoke? How would you apply them?

Week 3 – The Nature of Public Administration and Leadership

Readings: Continue and review Chapter 1, Starling

Important Concepts:

- Effectiveness v. Efficiency
- Governance
- Implementation
- Management Roles
- Public Goods
- Who are public administrators?
- Where do public administrators work?
- Public sector v. Private sector

Discussion question: How would you describe public administration and leadership as a process?

Problem: Which of the problems that face city and county managers today do you think will improve, and which do you think will worsen, between now and 2030? Explain why and document your answers with chapter data.

Week 4 Leadership in the Public Sector

Readings: Shafritz, pp 153 – 155; Holzer, pp 15- 17;

The Nonprofit Sector in Brief, **Kennard T. Wing, Katie L. Roeger, and Thomas H. Pollak** [The Nonprofit Sector in Brief | National Center for Charitable Statistics (urban.org)](#)

How to Start a Nonprofit: [https://www.legalzoom.com/articles/how-to-start-a-nonprofit?utm_source=google&utm_medium=cpc&utm_term=how%20to%20start%20a%20nonprofit%20organization&utm_content=393491720818&utm_campaign=SMB_|_NP_|_Exact&utm_campaignID=626937746&utm_adgroupID=47055255731&utm_partner=googlesearch&gclid=Cj0KCQjwiIOmBhDjARIsAP6YhSVt2FXnnWkq8ZBw2qnkGgccxoV-468HPQpP309-SJQ4TH_Yc3vNREwaAjeuEALw_wcB](#)

Discussion question: What does "501(c)(3)" mean? The number of reporting public charities in 2016 was approximately 1 percent higher than the number in 2015. The total revenues, expenses, and assets for reporting public charities all increased between 2015 and 2016; after adjusting for inflation, revenues rose 1.9 percent, expenses rose 4 percent, and assets rose 2.1 percent.   What do you think accounts for that growth. Why?

Problem: You and two of your friends who major in biology want to start a nonprofit organization that provides shelter and veterinarian care to rescue animals from Ukraine and other war-torn regions. Where should you start? What licenses do you need? Whom would you recruit?

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Week 5 – Leadership, continued

Readings: Starling, Chapter 8; Shafritz, pp 510 – 528

Case study: Shafritz – "Leadership in a Time of Plague" – How would you assess leadership effectiveness? Pg. 526

The Leadership Style of Ukrainian President Volodymyr Zelensky:

"Ukraine's Zelensky Is The Master Of Transformational Leadership"
https://www.forbes.com/sites/ericaarielfox/2022/03/19/ukraines-zelensky-is-the-master-of-transformational-leadership/?sh=5ebdc2191481

The Leadership Style of President Barack Obama:

"Bridging Theory and Practice Leadership/Barack Obama" Research Gate, January 16
https://www.researchgate.net/publication/314468587_Bridging_Theory_and_Practice_LeadershipBarack_Obama

> **Important Concepts:**
> - Implementation
> - Management by Exception
> - Delegation
> - Micromanagement
> - Sealed Bidding
> - Gantt Chart
> - Benchmarking

Discussion question: You receive a rush assignment late on Friday afternoon, requiring that certain difficult engineering drawing be completed as soon as possible. The only employee you feel can do this complex task is independent, outspoken, and averse to working overtime. How do you get this employee to do something above and beyond the explicit duties of the job?

Problem: At 8:10 A.M. on his tenth day as Centerville's new city manager, Roland Jackson's intercom bleeped. In hushed tones, his secretary said, "Mr. Jackson, there are five garbage collectors here demanding to see you. They seem angry."

Jackson had a crowded schedule that day and was six organizational levels removed from the sanitation workers, but he told his secretary to send them in. He believed in an open-door policy. Sanitation workers were the lowest-paid and least-skilled workers on the city's payroll. Their occupation, as most people know, involves hard, dirty work in all kinds of weather. The five, who were all African Americans, wished to complain that their supervisor, who was White, always assigned them to the toughest routes and never allowed them to drive the truck. They wanted that changed, pronto.

Jackson was obviously in a tough position. The grievance had clear racial overtones and could escalate. Yet he did not want to undermine the authority of all those managers and supervisors who stood between him and the five angry men seated across from him. Nor could he afford to offend the union that purported to represent these workers. The workers had gone out of channels to more ways than one.

You are Jackson. It is now 8:12 A.M. How do you handle the situation? What exactly would you say?

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Week 6 – Administrative Responsibility and Ethics - Starling, Chapter 4, pp. 157 – 204

Important Concepts:

- Administrative Procedures Act
- Accountability
- Categorical Imperative
- Malfeasance
- Utilitarian Ethics
- Whistle-blower

*Discussion Question***:** What do you do when an experienced, valued and otherwise highly reliable employee confesses that he or she has been dipping into the till? Although the amounts "borrowed" from petty cash never exceeded $100, the employee did write false receipts to cover them until they could make repayment.

Problem: Case 4.1, Starling, pp. 202 "Doing the right thing." As a man of rectitude, Panetta wants to do the right thing. Given these arguments for and against further investigation, what do you recommend?

Week 7 – Political Management – Starling Chapter 2

Important Concepts:

- Administrative Procedures Act
- Administrative Process
- Rulemaking
- The Executive Order
- Freedom of Information Act
- Government Accountability Office
- Administrative Law
- Negotiated Rulemaking Act of 1990
- Political Competency
- Iron Triangle
- Variable-Sum Game

Case Study: Chancellor Michelle Rhee pp 50 – 52

Discussion Question: Some top administrators hold the view that they should welcome congressional oversight in areas in which committees or members have legitimate concern. Why do you think a public administrator might hold this view?

Problem: Early in her tenure, the president of a major American university was criticized for refusing to compromise and for failing to understand the political dimension of her job. Her response was crisp: "I am not a politician. And I resist political measures of this job in this institution. In this job, the test of success is substance, not form, not posturing. I want to represent a different point of view: objectivity, principle as distinct from politics. I am resistant to a lot of the style and trappings people have come to associate with leadership of any sort in this society."

What kind of problems do you foresee for her? Be as specific as possible.

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Week 8 - Midterm

Week 9 — Decision Making - Starling, Chapter 6, pp 249 – 288

Important concepts:

- Cost benefit analysis
- Decision tree
- Externalities
- Systems analysis
- Opportunity costs

Discussion Question: These are the objectives of a city's recreation program: "To provide all citizens, the full extent practicable, with a variety of leisure opportunities that are accessible, safe, physically attractive, and enjoyable. They should contribute to the mental and physical health of the community, to its economic and social well-being, and permit outlets that will help decrease incidents of antisocial behavior, such as crime and delinquency." Establish some measurable evaluation criteria for these objectives.

Problem: Gotham City has to dispose of 22,000 tons of refuse daily, an amount increasing by 4 percent a year. Currently, it has eight incinerators that have a usable capacity of 6000 tons a day; residue and nonincinerated refuse must go to sanitary landfills that will be exhausted within five years. Four superincinerators, with a capacity of 20,000 tons a day, have been proposed. Unfortunately, they are quite expensive: $1billion to build and $50 million a year to operate. Moreover, they would add substantially to hazardous air pollution by emitting thousands of tons of soot particles a year. Outline and discuss an analytical model that could help the mayor of Gotham City decide what to do. What additional information would you need? What are the upper and lower limits of the decision? Is the decision simply one of whether to build the superincinerators or are alternatives available?

Week 10 – Human Resources Management

Readings: Starling, Chapter 10

 Important concepts:

- Getting the Right People
- Maximizing Performance
- Maintaining an Effective Workforce
- Organization Chart
- Civil Service Reform Act of 1978
- Hatch Act
- Merit Systems Protection Board
- Title VII, Civil Rights Act of 1964

Discussion question: Would you say that the primary qualification for hiring a candidate is their skill set? How would you weigh diversity in the hiring process?

Problem: Develop a set of questions that you would ask a job candidate. (Specify the position.) With your teammates playing the role of candidate, conduct your interview. Critique the performance. What did you learn?

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Week 11 - **Public Financial Management**

Readings: Starling, Chapter 11

Important concepts:

- The Federal Budget Cycle
- The State and Local Budget Process
- White House Office of Management and Budget https://www.whitehouse.gov/omb/
- New York City Office of Management and Budget
- New Jersey Office of Management and Budget/Budget in Brief **https://www.nj.gov/treasury/omb/**
- The Fitch Downgrade

  Governor Murphy Delivers Fiscal Year Budget Address
  https://www.youtube.com/results?search_query=governor+murphy+budget+speech

  Monetary Policymaking:

  - The Federal Reserve Board

  https://www.federalreserve.gov/monetarypolicy.htm

  The Treasury – Budget, Financial Reporting, Planning and Performance

  https://home.treasury.gov/about/budget-financial-reporting-planning-and-performance

  Fiscal Policymaking:

  - Revenues and Expenditures
  - Tax policy
  - The Rating Agencies

Discussion Question: The Committee on Ways and Means is the chief tax-writing committee of the United States House of Representatives. The committee has decided to draft a reformed taxation bill to kick off budget season. As the chairperson of the committee, would you recommend a more progressive, flatter or fair tax structure? Why or why not?

Problem: For the past few years, politicians in several cities and states have relied on nine dangerous strategies to maintain the budget: Delay maintenance and replacement of assets, sell assets, lease rather than buy equipment, rob Peter to pay Paul, nickel and dime employees, make across-the-board cuts rather than targeted cuts, fudge the numbers, borrow, and use accounting gimmicks. Identify the weaknesses in each strategy.

Week 12 – Audit/Evaluation (Shafritz, Chapter 13)

Important concepts:

- Government Accountability Office
- Program structure and maintenance
- Transparency
- Current news item
- Online task

Discussion Question: What is the difference between a performance audit and a program evaluation? Can they be used simultaneously?

Problem: A new program has been authorized by a voter's proposition for all pre-kindergarten children in Oregon's Multnomah County that has a population of over 812,000. The measure, "Preschool for All," Measure 26-314, passed by voters in 2020, will give all three- and four-year-olds in the county access to free, high-quality, culturally responsive preschool programs.

Your task is to assemble and discuss the merits (and possible issues) for the program. Refer to the case study on page 496 for your reference.

Week 13 – Planning

Readings: Starling, Chapter 5, Pg 206

Important concepts:

- Mission Statement
- Master Plan
- Strategic Plan/Management
- Program Evaluation
- Urban Planning
- New Jersey State Energy Master Plan
- Rutgers University Master Plan

Discussion Question: Describe logical incrementalism. What are some advantages and disadvantages? Give an example of how it can be used.

Problem: Strategic planning, as discussed in Chapter 5, implies a comprehensive, systematic scanning of the external environment of an organization. With the organization's basic mission in mind, administrators try to identify which parts of the environment are relevant for further study. List two to four questions that a college or university might want to consider under each of the following headings:

a. Economic
b. Demographic
c. Sociocultural

d. Political and regulatory
e. Technological

Week 14 – Implementation/Development of a governmental unit or nonprofit organization

How to Start a Nonprofit 501 (c) Organization
https://rutgers.instructure.com/courses/216411/modules/items/7690718

A Guide to the Rulemaking Process, Federal Register
https://www.federalregister.gov/uploads/2011/01/the_rulemaking_process.pdf

Creation of the Department of Homeland Security
https://www.dhs.gov/creation-department-homeland-security

"How to Build Your Government Agency's Brand and Attract Top Talent"
https://www.youtube.com/watch?v=87XUtZp5xP4

Important Concepts:

- Enabling legislation
- Mission/Goals/Objectives/Timelines
- Funding
- Staffing
- Measuring Success

Discussion Question: What is the basis for a new governmental unit or nonprofit organization? How does that basis become a part of the new organization?

Problem: How do we build an agency? What's the first step? Are there guiding principles as the project proceeds. What are they? What are some of the advantages of the process? What are the disadvantages?

Week 15 – Developing an Organization

Readings: Starling, Chapter 7

Important Concepts:

- Group Dynamics
- Cliques
- Organizational Chart
- Division of Labor

Case Study: "The Laboratory", Starling, pg. 294 -

Discussion Question: What is the difference between line and staff? What is the direction of the flow of command? How does the manager engage them for assistance in achieving the objectives of the organization?

Problem: Can you draw a simple organizational chart showing Tucker Company's three divisions mentioned in "The Laboratory" case study?

Week 15, Continued - Information Management   Starling, Chapter 12

Important concepts:

- Groupware
- Intranet
- Moore's Law
- Executive Information Systems
- Data Warehouse
- E-Government Act
- Knowledge management (KM)
- Decision support system (DSS)

Discussion Question: What is the meaning of the concept of transparency as it relates to government? How has E-government improved it? What is the manager's role in that process?

Problem: **Case Study, Starling pg 532, "Making it Happen":** e-government in the District of Columbia*.*
What are the big questions Kundra will face? A number of other American cities have made efforts similar to those he made when he served under Mayor Fenty. What makes scaling up these efforts to a national level so difficult? And what challenges might a CIO at any level of government face that his or her counterpart in the private sector would not?

Course Grading

A=92-100; B+=85-91; B=80-84; C+=75-79; C=70-74; D=60-69; F=59 and lower

Class Participation - 20% (Discussions, Problem/Case Study Presentations and other contributions to the class)

There will be an emphasis on student discussion of topics and issues.   We will focus on the identification of issues, themes, and solutions.

Midterm Exam 25%

The midterm exam will cover the readings and related assignments with a combination definitions and short essay questions.

Quizzes 15%

You will have a list of public administration definitions to work on through the semester.

Position Paper 40%

This writing assignment will ask students to take and defend a position on a current governmental issue. It will be assigned based on the current practices for writing an academic research paper resulting in original thought communicated in a clear and informed manner. The APA style will provide the guidelines for writing the paper.

Additional Guidelines:

The attainment of each goal will be measured against 4 levels: Outstanding, Good, Satisfactory, and Unsatisfactory. Each level has its own unique set of criteria that must be met to attain the level. A complete description is on the class Canvas site. The overall goal is to attain fluency and knowledge in the development of public administration as a discipline as it has been documented in a historical review of the literature and the ability to communicate that information.

We will discuss these milestones in class during our introductory session and throughout the semester as questions and issues arise. An unwritten standard of evaluation in the class will be based on the amount of effort that students apply. Sufficient effort in all of these 4 areas will ensure a satisfactory (or better) grade.

In order to maximize our class time experience, laptops and cell phones are not allowed in class when the course meets in-person. They must be put away during class period. Great emphasis is placed on class participation. This means that thoughtful contributions to class discussions will be highly valued toward student grades. Violations of the cell phone and laptop policies will affect grades. All students are expected to come to class fully prepared after completing the assigned readings regardless of whether responsible for a weekly presentation.

Students are urged not to wait until the date of the deadline to submit their papers online. Failure to meet the deadlines will affect grades. Points will be deducted each day the paper is late.

Academic Integrity

Academic Integrity is vital to the mission of Rutgers, to education at Rutgers and membership in the Rutgers community. It is a core value that supports trust among students, and between students and teachers. It is also a shared value; administration, faculty and students each play a vital part in promoting, securing and nurturing it. Academic dishonesty is not an individual act that affects only the students involved. It violates communal trust, impacts other members of the community, and is an offense against scholarship. For this reason, any instance of cheating or plagiarism will be dealt with harshly. Honesty matters. As a shared value, administration, faculty and students each play a vital part in promoting, securing and nurturing it. See the Rutgers Academic Code and Academic Oath at: http://academicintegrity.rutgers.edu/

Attendance and Cancellation of Classes

In accordance with Rutgers University regulations, attendance is expected at all regularly scheduled meetings of a course and individual courses may set policies for maximum absences. Please refer to the link below for more

specific information: http://sasundergrad.rutgers.edu/academics/courses/registration-and-course-policies/attendance-and-cancellation-of-class