**PADM 7303 – Public Organization Theory**

**Fall 2018**

Classroom 313 Ross Hall Class Times: Tuesdays, 6:00-8:40

Instructor: Jerry G. Stevenson, PhD Office: 640 Ross Hall

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Office Hours: Tuesday, 4:00-5:30 PM and by appointment

***People succeed when they focus on what they do best.  When they identify their talents and develop them into strengths, people are more productive, perform better, and are more engaged.***

**Overview:**

The purpose of this graduate-level course is to examine theories and research of the management and administration of complex organizations, primarily in the public and nonprofit sectors. Emphasis is placed on organizational design, structure, authority, power, control, conflict and culture as these elements relate to organizational leadership and organization performance. The intent of this course is to systematically examine and apply multiple theoretical frameworks to understanding, analyzing, diagnosing, and evaluating organizations. You will work in teams during the semester to provide intensive engagement among students in the course and more effective interactions with the instructor.

For effective, efficient and responsive public service, students of public administration must understand the unique challenges the public sector presents in order to articulate and apply a public service perspective. Operating in the public sector requires the ability to work in an arena of competing interests while being cognizant of the needs of the general community. It is a balancing act of doing more with less due to budgetary constraints.

Public servants are also required to negotiate a constantly changing field to meet demands of citizens and communities in which they serve, all the while functioning in a transparent manner to keep and hold the public’s trust. Public managers/administrators must understand the needs of the communities/citizens but also must understand the political institutions and actors involved in the policy making process. There are issues surrounding public organizations that are unique to them—in particular, the tension between public accountability and the accomplishment of organizational goals. Therefore, our exploration will seek to consider organization theories within a political context.

At the completion of this course, students are expected to demonstrate a working knowledge of public and nonprofit organizations and what is needed to manage these organizations effectively (e.g., leadership skills, teamwork and group dynamics, public service values and professional ethics).

Our specific objectives are: (1) to develop a critical perspective on public bureaucracies and other complex organizations in general; (2) to gain an understanding of the political, legal and social contexts in which public bureaucracies operate; and, (3) to provide class participants with various opportunities to experience first-hand, the relationship between theory and practice (praxis) in order to develop effective managerial and leadership skills.

The course format combines theoretical understanding and practical experience through the use of case studies, readings, mini-lectures, and class discussions with “hands-on” exercises to give students an opportunity to put into practice the concepts covered in class. Students are encouraged to apply the theories and concepts of the subject matter covered in this class to their own individual fields of specialty or interest, and to draw from their experience and offer relevant insights to share with the class.

The material and exercises in this course will address each of the four major learning objectives for the Master of Public Administration program:

* *Knowledge of public service*: Students will develop a substantive knowledge about public and non-profit organizations, public policy, the political process, public service values and professional ethics.
* *Research Skills*: Student will learn to apply critical thinking and decision-making approaches, appropriate research methods and employ analytical tools and statistical techniques for collecting, analyzing, presenting, and interpreting data for policy, organizational, and managerial issues in public and/or non-profit organization.
* *Leadership, organizational and managerial skills* will be developed to lead and manage people in complex and changing environments.
* *Communication Skills*: Students will improve their written and oral communication skills that are essential for effective public administrators to communicate and interact productively with a diverse and changing workforce and citizenry.

The National Association of Colleges and Employers (NACE) lists the top five skills employers want in their article “[Job Outlook: The Candidate Skills/Qualities Employers Want](https://www.naceweb.org/s10022013/job-outlook-skills-quality.aspx)*,*”:

* **Ability to work in a team structure.**
* **Ability to make decisions and solve problems.**
* **Ability to plan, organize and prioritize work.**
* **Ability to verbally communicate with persons inside and outside the organizations.**
* **Ability to obtain and process information.**

These are also the skills I would like for you to work on developing and enhancing throughout your course of study this semester and the rest of the MPA program.

**Teaching Philosophy**

My role is to serve the self-directed and responsible graduate student as a guide, facilitator and coach. I am not the “sage on the stage” that some students have learned to expect from previous educational experiences. I want you to discover the subject through reading, in-class exercises and activities. I will pose what I think are the important questions for you to address to help you in that endeavor. I expect each student to be responsible for and take charge of his/her own learning. Please let me know if there is something more I can do to enhance your learning. I welcome suggestions and feedback, both critical and positive.

**Diverse Viewpoints & Mutual Respect**

All students are expected to be open to diverse viewpoints and convey mutual respect to those who hold positions contrary to your own. A university classroom has to be a place where frank and open exchanges are the norm. *Please treat what others express in this class as confidential.* Only one person should be talking at a time throughout a class session with no “side conversations.”

**Children in Class**

Children are permitted in the classroom only with the instructor’s advance permission.

**Cell phones**

Cell phones need to be turned off during every class session.

**Students with Disabilities**

Your success in this class is important to me, and it is the policy and practice of the University of Arkansas at Little Rock to create inclusive learning environments consistent with federal and state law. If you have a documented disability (or need to have a disability documented), and need an accommodation, please contact me privately as soon as possible, so that we can discuss with the Disability Resource Center (DRC) how to meet your specific needs and the requirements of the course. The DRC offers resources and coordinates reasonable accommodations for students with disabilities. Reasonable accommodations are established through an interactive process among you, your instructor(s) and the DRC. Thus, if you have a disability, please contact me and/or the DRC, at 501-569-3143 (V/TTY) or 501-683-7629 (VP). For more information, please visit the

DRC website at ualr.edu/disability.

**Academic Integrity**:

According to *UALR’s Student Handbook*, the following actions are subject to grade penalty and disciplinary action:

*Plagiarism*: To adopt and reproduce as one’s own, to appropriate to one’s own use and incorporate in one’s own work without acknowledgement, the ideas of others

or passages from their writings and works. Please use the APA style to properly acknowledge the ideas of others or passages from their writing and works.

*Collusion*: To obtain from another party, without specific approval in advance by the professor, assistance in the production of work offered for credit to the extent

that the work reflects the ideas or skills of the party consulted rather than those of the person in whose name the work is submitted.

*Duplicity*: To offer for credit identical or substantially unchanged work in two or more courses, without specific advance approval of the professors involved.

**Writing Quality**

Please keep in mind that this is a professional graduate-level course. All of your written assignments should be prepared with the attention due to a professional presentation, and expected from a Master’s degree candidate. Written assignments require repeated proofreading and editing prior to submission, with attention given to correct grammar, spelling, punctuation, paragraphs, and sentence structure. Writing competency is extremely important in graduate school as well as in your professional career.

If you struggle with writing, I strongly encourage you to use the services of UALR’s Writing Center. The Writing Center provides a variety of resources for students (ualr.edu/writing center) and is willing to assist you in improving your professional writing skills.

**Inclement Weather Policy**: <https://ualr.edu/policy/home/admin/weather/>

**Course Requirements and Evaluation**

1). ***Assigned Group Work, Online Discussions & Case Studies:*** Students will work in teams on assigned group work and case studies. Each group will create a folder in Goggle docs that is used for submitting group assignments to me. For example, OT Group 1, OT Group 2, OT Group 3 and OT Group 4 and shared with me.

2) **Individual Assignments**: Please note that all individual written assignments are to be shared electronically with me through Google docs. Create a folder with your last name, comma and first name. Label and upload each assignment in your individual folder using the following convention. For example, Jones, Amy: Annotated Bibliography; Jones, Amy: Application Paper, etc. Don’t forget to share your folder with me.

3). ***Four (4) Application Papers & Final Presentation***: Each student will prepare a thorough analysis of an organization (public or nonprofit) that you are familiar with by applying the four frames (e.g., structural, human resource, political and symbolic) covered in the Bolman and Deal textbook. You are to identify specific strategies in each of the four frames for improving overall organizational effectiveness and performance. Students are also expected to use quantitative data in the analysis of the structural frame of your organization and include a stakeholder analysis in the political frame . Specific due dates for the four application papers are included in the syllabus.

You will need to identify the organization you plan to research by the 2nd week of the semester and send it to me for final approval. The organization you choose is your “learning laboratory” for applying the concepts learned in this course.

*Final Presentation*: All students will make an oral presentation of your four application papers by summarizing your recommendations for improving organizational performance in each of the four frames. Your oral presentation is to be limited to 10-15 minutes. Please make a practice video of your presentation and share it with me at least one week prior to your formal oral presentation. The specific dates of the oral presentations for each student will be determined later in the semester.

4). ***Class Attendance & Participation:*** Students with more than two absences will have their final grade reduced by one letter grade. Any more than two absences during the semester will merit a serious consideration of whether the course should be dropped and attempted again in the future. You are expected to attend class faithfully and participate actively. It is to your advantage that you attend every class section because missing class can hamper individual learning and slow down the process for the entire class. **Student participation is arguably the most valuable component of this course. Your participation is analogous to making deposits to your saving account. If you don’t make deposits, you will not have anything in return for your investment of time and money. Also, no “social loafing” please; each student must contribute and share their own knowledge, experiences and insights in order to maximize the professional development of everyone.**

Students are expected to attend every class, be on time, be courteous and be prepared to discuss the assigned readings and engage in conversations about the subject matter. It is important to note that students will not automatically receive a full participation grade for simply showing up to class or asking an occasional question. Rather, students are expected to earn their participation grade by acquainting themselves with the course material and cases ahead of time and discussing it with the instructor and other students. You are also expected to notify me **in advance** if you have to miss class, or will be late on a specific date.

5). **Late Assignments**: Late assignments will only be accepted within 24 hours of their due dates and will receive a full letter grade reduction unless arrangements have been made with me *prior* to the assigned due date.

1. Assigned Group Work, On-line Discussions & Case Studies 10%

2. Four Application Papers (20 pts each) 60%

3. Class Attendance & Participation 10%

4. Final Oral Presentation 20%

**Required Texts:**

(1). Lee G. Bolman and Terrance E. Deal (2017). Reframing Organizations: Artistry, Choice, and Leadership, 6th Edition. San Francisco: Jossy-Bass. **(BD)**

(2). Gareth Morgan, (2006). Images of Organizations, Updated Edition. London: Sage **(M)**

(3). Additional readings, including journal articles and case studies, will be distributed during class or via e-mail to our class listserv [*PADM730301@ualr.edu*](mailto:PADM730301@ualr.edu)*.*

**Tentative Course Schedule:**

Please note that the dates for each topic are tentative. Some topics will require greater discussion and more time than others. Students are expected to attend all class sessions and to be prepared for the next topic by completing readings ahead of time. In the event of significant schedule changes, students will be notified of the changes both in class and by the distribution of a new schedule.

**Date Required Readings**

August 21 Introductions & Expectations

**Bring a copy of an organizational chart to our next class.**

**STRUCTURAL/MACHINE FRAME**

August 28 (M) Chapts 1-2

(B&D) Chapts 1-5

**Use terms/concepts from readings to explain your organizational chart.**

September 4 *Assigned Readings*

* Adam Smith, Of the Division of Labour
* Henri Fayol, General Principles of Management
* Max Weber, Bureaucracy
* Luther Gulick, Notes on the Theory of Organizations
* L. Peter and R. Hull, The Peter Principle
* Frederick Taylor, Scientific Management

**APPLICATION PAPER #1:**

**STRUCTURAL FRAME ANALYSIS**

**DUE SEPT 9**

**HUMAN RESOURCE FRAME**

September 11 (M) Chapts 3-4

(B&D) Chapts 6-8

September 18 *Assigned Readings*

* Mary Parker Follett, The Giving of Orders
* Douglas McGregor, The Human Side of Enterprise
* Peter Blau and W. Richard Scott, The Concept of Formal Organization
* T. Burns and G.M. Stalker, Mechanistic and Organic Systems of Organizations
* Katz & Kahn, Organizations and the Systems Concept
* Powerpoint, Systems Theory
* Dale Carnegie, Team Conflict

**APPLICATION PAPER #2:**

**HUMAN RESOURCE FRAME ANALYSIS**

**DUE SEPTEMBER 23**

**POLITICAL FRAME**

September 25 (M) Chapts 6-7, 9

(B&D) Chapts 9-11

October 2 *Assigned Reading*

* J. Pfeffer, Understanding the Role of Power in Decision Making
* J. French and B. Raven, The Bases of Social Power
* H. Mintzberg, The Power Game and the Players
* A Primer: How to Swim with Sharks
* David Mechanic, Sources of Power of Lower Participants in Complex Organizations
* Cohen & March, Leadership in an Organized Anarchy

**APPLICATION PAPER #3:**

**POLITIAL FRAME ANALYSIS**

**DUE OCTOBER 7**

**SYMBOLIC/CULTURAL FRAME**

October 9 (M) Chapts 5 & 8

(B&D) Chapts 12-14

October 16 *Assigned Readings*

* E. Schein, Defining Organizational Culture
* Organizational Culture and Symbolic Management

**APPLICATION PAPER #4:**

**SYMBOLIC/CULTURAL FRAME ANALYSIS**

**DUE OCTOBER 21**

**PUTTING IT ALL TOGETHER**

October 23 (M) Chapts 10-11 & Bibliographic Notes

(B&D) Chapts 15-20

Case Analysis

Assigned Readings:

* Henry Mintzberg, The Five Basic Parts of the Organization
* Analysis of the Case
* Inclusion Article
* Analysis of the Case:
* Feldman & Khademian, The Role of the Public Manager in Inclusion: Creating Communities of Participation
* Dale Carnegie, Recognizing Leadership Blindspots and Discovering the Road to Motivating Your Employees
* Powerpoint, Responsibility Charting
* Stages of Organizational Growth
* What is Stakeholder Analysis
  + Stakeholder Chart
  + Stakeholder Influence
  + Stakeholder Diagram
* Tasks of Public Managers
* Williamson, What Gets Measured Gets Done

October 30 **Individual Presentations**

November 6 **Individual Presentations**

November 13 **Individual Presentations**

November 20 *FALL BREAK/NO CLASS*

October 27 **Individual Presentations**

**Application Papers Due**

**Last Class**

**Recommended Journals**

*Public Administration Review*

*Administration and Society*

*Organizational Studies*

*Public Administration Quarterly*

*American Review of Public Administration*

*Journal of Public Administration Research and Theory*

*International Journal of Public Administration*

*Journal of Management Science*

*State and Local Government Review*

*Academy of Management Journal*

*Academy of Management Review*

*Administrative Science Quarterly*

*Harvard Business Review*

*Nonprofit and Voluntary Sector Quarterly*

*Sloan Management Review*

*Journal of Public and Nonprofit Affairs*

*Public Productivity & Management Review*

*Journal of Policy Analysis and Management*

*Training & Development*

*Nonprofit Quarterly*

*Nonprofit Management & Leadership*

**Recommended Additional Readings**

Charles T. Goodsell, The Case for Bureaucracy. Chatham, New Jersey: Chatham House, 4th Edition.

Herbert Kaufman, The Forest Ranger. Baltimore, Maryland: John Hopkins University Press, 1960.

Terry J. Tipple and J. Douglas Wellman. 1991. “Herbert Kaufman’s Forest Ranger 30 Years Later: From Simplicity and Homogeneity to Complexity and Diversity.” Public Administration Review, pp 421+

Rainey, Hall G., and Barry Bozeman. 2000. Comparing Public and Private Organizations: Empirical Research and the Power of the A Priori. Journal of Public Administration Research and Theory 10(2): 447-470.

Boyne, George A. 202. Public and Private Management: What’s the Difference? Journal of Management Studies 39(1): 97-122.

Argyris, Chris 1980. Making the undiscussable and its undiscussability discussable. Public Administration Review, 40(3), 205-2013

Kaufman, Herbert. 1981. Fear of bureaucracy: A raging pandemic. Public Administration Review, 41(1): 1-9.

Milward, H.B., and Provan, K.G., 2006. A manager’s guide to choosing and using collaborative networks. IBM Center for the Business of Government.

O’Toole, L.J., 1997. Treating networks seriously. Practical and research-based agendas in public administration. Public Administration Review, 57(1): 45-52.

Fernandez, S., Rainey, H.G., 2006. Managing successful organizational change in the public sector. Public Administration Review, 66(2): 168-176.