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**PADM 7303 – Organization Theory for Public & Nonprofit Organizations**

**Fall 2021**

Classroom: Ross Hall 103 Class Times: Tuesdays, 6:00-8:40

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

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

IMPORTANT NOTICES:

*If circumstances arise that prevent us from meeting at our regularly scheduled class time and location, I will send an email announcement out with a virtual classroom link where we will convene in the interim*.

*UA Little Rock requires that students, faculty, staff, and guests, regardless of vaccination status, in indoor public settings where physical distance cannot be assured in accordance with CDC guidance, wear a face mask. Reasonable exceptions may be permitted for certain settings and activities that follow guidance established by public health agencies and/or by external governing bodies such as athletics conferences and the NCAA.*

*To ensure face masks remain on in classroom settings, no food or drinks may be consumed in classroom settings. A cloth face covering, disposable face mask, or similar face covering that covers the mouth and the nose as recommended by the CDC is required and may be used as a face mask. A face shield may also be worn, but will not serve as a substitute for a face mask.*

***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 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, assigned readings, “mini”-lectures, class discussions and group assignments 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 top five skills employers want in employees:

* **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, group projects and activities. 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.* And, 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 501-916-3143 (V/TTY) or 501-246-8286 (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. Here’s a great resource to help you recognize what is and what is not plagiarism:  [https://plagiarism.iu.edu](https://plagiarism.iu.edu/). 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.

#### **Communication Skill Center**

The [Communication Skill Center](https://ualr.edu/appliedcomm/communication-skill-center-csc/) (CSC) is a resource devoted to helping campus and online students in the various stages of preparing a presentation. We help take the panic out of public speaking! Services include, but are not limited to, public speaking anxiety management, brainstorming, research, content organization, PowerPoint/Prezi design and integration, and providing presenters with helpful rehearsal feedback. The CSC will be offering online services during Fall 2020:

To schedule an **online video call** **appointment**, please use the following link:<https://ualrcommunicationskillcenter.setmore.com/>

To access the **online chat**, please use the following link (and be sure to log-in to your email): <https://hangouts.google.com/group/ncmX9d991pbMAkV66>

To request **support via email**, please send your request to the following address: [communication.skill.center@gmail.com](mailto:communication.skill.center@gmail.com)

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

# Software

IT Services provides licenses for certain software packages to the university.

[**Microsoft Office 365**](https://ualr.edu/itservices/applications/v/office365/)

* [Access Microsoft Office 365](https://login.microsoftonline.com/)
* [View details](https://ualr.edu/itservices/applications/v/office365/)

Office 365 is a communication and collaboration service hosted by Microsoft offered to current students and employees for personal use. Office 365 allows users to install Microsoft Word, Excel, Powerpoint, Outlook, and OneNote applications on their local computers, as well as access to the online versions of the software.

**Student Support Resources**

Having trouble with class (or life!) and not sure where to find help?  
Start your search at [www.ualr.edu/chasse/student-resources/](http://www.ualr.edu/chasse/student-resources/)  These resources range from big picture needs like transportation and childcare; to general needs available on campus like printing, counseling, student success workshops; to specific academic assistance like communication, math, supplemental tutoring, blackboard; and includes a link to the university’s main student services list.

**Course Requirements and Evaluation**

1). ***Final Application Paper (60 pts):*** The purpose of the final application paper is for you to apply knowledge gained from the class, your readings and research to an organization of your choosing (your learning laboratory). You are responsible for: (1) finding a local public or nonprofit organization or department and (2) collecting information about the organization using interviews, observations, research and/or surveys. **You will need to identify the organization you intend to research by the 3rd week of the semester (September 7th) and email it to me for final approval prior to class.**

Your final application paper is to be organized into three sections:

(a). In the first section, **analyze** your chosen organization by using the Structural and Human Resource frames. Include an Organizational Chart and *use quantitative and descriptive data in your analysis. Be sure to use the terms from your readings in your analysis*. (**paper due November 10th**).

(b). In the second section, use the Political and Symbolic frames and include a *Stakeholder Analysis* of the Political Frame. (**paper due November 17th**)

(c). In the third section, identify *specific strategies for improving organizational performance and effectiveness in each of the four frames* (**paper due November 30th**).

2). **Reflective Journal Assignment (15pts)**

A reflective journal is basically a dialogue that you are having with yourself and you are expected to write weekly entries throughout the semester. Writing in a journal forces your brain to think critically about the class, your assigned readings by analyzing the topics covered and articulating your feelings and opinions about the subject matter.

Reflective journaling is first about participating and observing before writing. Write about what you are learning in this class and think about your personal reaction to issues raised in the course**. (Discuss at least two things that you learned or discovered from the class and the assigned readings and articles each week).**

3). **Group Case Studies (15pts)**

Students will be randomly assigned to small groups to analyze and respond to specific directions and questions contained in two case studies: *Reforming Prisons & Chris Cunningham.*

4). **Class *Participation and On-Line Discussion (15pts):*** Student participation in our online discussions 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**” or “**free riders**” please; each student must contribute and share their own knowledge, experiences and insights in order to maximize the professional development of everyone.You are also expected to notify me **in advance** if you will be late on specific assignments.

6). **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

7). **Grades**

1. Final Application Paper (Due December 1)…………………................60 points

2. Reflective Journal Weekly Entries……………………………….15 points

3. Group Case Studies………………………………………………15 points

4. Class Participation & Online Discussion…………………………10 points

TOTAL: 100 points

**Required Texts and Readings:**

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

**Supplemental Text:**

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

**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 be prepared by completing assigned readings ahead of time. In the event of significant schedule changes, students will be notified of the changes by the distribution of a new schedule.

**WEEK 1**

**August 24** Introductions & Expectations

**Random Groups Assigned**

**READ:**

[**https://courses.lumenlearning.com/boundless-management/chapter/why-study-organizational-theory/**](https://courses.lumenlearning.com/boundless-management/chapter/why-study-organizational-theory/)

**STRUCTURAL/MACHINE FRAME**

**WEEK 2**

**August 31**

**READ:**

Bolman & Deal Chapts 1-5

<https://courses.lumenlearning.com/boundless-management/chapter/classical-perspectives/>

**Watch Videos:**

[Power of Reframing Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5766924184001)  
[Structual Frame Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767349196001)

**Individual Assignment #1**: Go to this link and follow the instructions:

<http://www.leebolman.com/frames_selfrating_scale.htm>

**WEEK 3**

**September 7**

**READ**:

<https://courses.lumenlearning.com/boundless-management/chapter/behavioral-perspectives/>

<https://www.youtube.com/watch?v=vNfy_AHG-MU> (Frederick Taylor)

<https://www.youtube.com/watch?v=zp554tcdWO8> (Max Weber)

<https://www.youtube.com/watch?v=90qpziPNRnY> (Henri Fayol)

<https://www.britannica.com/topic/organization-theory> (Organization Theory Overview)

<https://businessjargons.com/organizational-theory.html> (be sure to also read the hot links)

<https://en.wikipedia.org/wiki/Organizational_chart> (be sure to also read the hot links)

*Supplemental Readings*

<https://sangyubr.files.wordpress.com/2012/02/comparing-public-and-private-organizations-empirical-research-and-the-power-of-the-a-priori-hal-g-rainey-and-barry-bozeman.pdf>

***Assignment #2 Due: Email me the name of the organization you intend to research as your learning laboratory for prior approval.***

**HUMAN RESOURCE FRAME**

**WEEK 4**

**September 14**

**READ:**

Bolman and Deal Chapts 6-8

<https://courses.lumenlearning.com/boundless-management/chapter/motivating-an-organization/>

<https://courses.lumenlearning.com/boundless-management/chapter/employee-needs-and-motivation/>

<https://courses.lumenlearning.com/boundless-management/chapter/process-and-motivation/>

<https://courses.lumenlearning.com/boundless-management/chapter/reinforcement-and-motivation/>

<https://courses.lumenlearning.com/boundless-management/chapter/compensation-and-motivation/>

**Watch Videos:**

[Human Resource Frame Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767344091001)  
[Management Theory Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767349266001)  
[Human Resource Practices Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767366866001)

**Assignment #2 Due:**

Go to this link and rate your management style:

<https://www.businessballs.com/freepdfmaterials/X-Y_Theory_Questionnaire_2pages.pdf>

READ:

***WEEK 5***

***September 21***

<https://www.youtube.com/watch?v=CXAzZRnJo2o> (Douglas McGregor)

<https://www.youtube.com/watch?v=qTgnhatFvPc> (Mary Parker Follett

https://quotefancy.com/mary-parker-follett-quotes (Mary Parker Follett quotes)

**READ:**

<https://www.ou.edu/russell/UGcomp/Kerr.pdf>

(On the folly of rewarding A, while hoping for B)

<https://www.verywellmind.com/theories-of-motivation-2795720>

(Key Ideas Behind Theories of Motivation)

<https://video.search.yahoo.com/yhs/search?fr=yhs-sz-002&hsimp=yhs-002&hspart=sz&p=motivation+theories#id=10&vid=d2bdd930425a4fc46e12270765237e07&action=view>

(Motivation Theories Overview)

<https://courses.lumenlearning.com/boundless-management/chapter/job-design-and-motivation/>

<https://courses.lumenlearning.com/boundless-management/chapter/purpose-of-human-resource-management/>

<https://courses.lumenlearning.com/boundless-management/chapter/personality/>

<https://www.mindtools.com/pages/article/newPPM_07.htm#.W7PGdeu67jc.email>

<https://www.who.int/workforcealliance/knowledge/toolkit/33.pdf>

(Stakeholder Analysis Guidelines)

**Assignment #3**: Fill out the Big Five personality scale and ask someone who knows you to complete the Big Five personality scale on your behalf (<https://openpsychometrics.org/tests/IPIP-BFFM/> and upload both scores to your individual google doc folder.

**POLITICAL FRAME**

**WEEK 6**

**September 28**

**READ:**

Bolman & Deal Chapts 9-11

**Watch Videos:**

[Political Frame Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767360647001)  
[Forms of Power Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767367536001)  
[Skills of Manageras Politician Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767375259001)

**Individual Assignment #3:**

Go to this link and rate yourself:

<https://openpsychometrics.org/tests/MACH-IV/>

**WEEK 7**

**October 5** *NO CLASS*

**READ:**

[*https://courses.lumenlearning.com/boundless-management/chapter/modern-thinking/*](https://courses.lumenlearning.com/boundless-management/chapter/modern-thinking/)

<https://www.quora.com/What-is-political-power>

<https://www.academia.edu/3327155/Sources_of_power_of_lower_participants_in_complex_organizations>

(David Mechanic, Sources of power of lower participants in complex organizations)

<https://video.search.yahoo.com/yhs/search?fr=yhs-sz-002&hsimp=yhs-002&hspart=sz&p=robert+moses+podcast+youtube#id=4&vid=5e6d41919df64e4c99a7aaf77d672563&action=click>

(Author Robert Caro discussing Robert Moses’ political power)

<https://video.search.yahoo.com/yhs/search?fr=yhs-sz-002&hsimp=yhs-002&hspart=sz&p=robert+moses+podcast+youtube#id=8&vid=28ca8557e49308ff1109d71efe216a45&action=view>

(The Art of Political Power)

<https://www.med.upenn.edu/shorterlab/Papers/Member%20Papers/sharks.pdf>

(How to swim with sharks)

h[ttps://www.who.int/workforcealliance/knowledge/toolkit/33.pdf](https://www.who.int/workforcealliance/knowledge/toolkit/33.pdf)

(Stakeholder Analysis Guidelines)

**Group Assignment #1: Reforming Prisons Case Study (attached)**

**SYMBOLIC/CULTURAL FRAME**

**WEEK 8**

**October 12**

**READ:**

Bolman & Deal Chapts 12-14

<https://courses.lumenlearning.com/boundless-management/chapter/evolving-organizations/>

<https://courses.lumenlearning.com/boundless-management/chapter/culture/>

<https://courses.lumenlearning.com/boundless-management/chapter/shaping-organizational-culture/>

https://courses.lumenlearning.com/boundless-management/chapter/individual-perceptions-and-behavior/

**Watch Video:**

[Symbolic Frame Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767418854001)

***WEEK 9***

***October 19***

**READ:**

[*https://courses.lumenlearning.com/boundless-management/chapter/managing-change-for-employees/*](https://courses.lumenlearning.com/boundless-management/chapter/managing-change-for-employees/)

<https://www.youtube.com/watch?v=H8VFM91xMXI> (Symbolic analysis of a company)

<https://www.slideshare.net/guest19e59c/the-symbolic-frame> (Symbolic frame slides)

<https://www.inc.com/alison-davis/these-15-questions-will-assess-your-companys-culture-and-help-you-decide-how-to-improve-it.html>

(Assessing Organizational Culture)

<http://leadingandfollowing.com/documents/OCAQParticipantManual.pdf>

(Organizational Culture Assessment Questionnaire)

**PUTTING IT ALL TOGETHER**

**WEEK 10**

**October 26**

**READ:**

Bolman & Deal Chapts 15-20

<https://courses.lumenlearning.com/boundless-management/chapter/defining-teams-and-teamwork/>

<https://courses.lumenlearning.com/boundless-management/chapter/types-of-teams/>

<https://courses.lumenlearning.com/boundless-management/chapter/building-successful-teams/>

<https://courses.lumenlearning.com/boundless-management/chapter/factors-influencing-team-performance/>

<https://courses.lumenlearning.com/boundless-management/chapter/managing-group-decision-making/>

<https://courses.lumenlearning.com/boundless-management/chapter/managing-conflict/>

<https://courses.lumenlearning.com/boundless-management/chapter/adapting-and-innovating/>

<https://courses.lumenlearning.com/boundless-management/chapter/intrapreneurship/>

Watch Videos:

[Wrap Up Video](https://players.brightcove.net/622696559001/BJQ3kMlB_default/index.html?videoId=5767431201001)

<https://www.youtube.com/watch?v=1L1c-EKOY-w> (Systems Theory)

**WEEK 11**

**November 2**

**READ:**

<https://courses.lumenlearning.com/boundless-management/chapter/technology-and-innovation/>

<https://courses.lumenlearning.com/boundless-management/chapter/managing-change-for-organizations/>

<https://pmicie.starchapter.com/images/downloads/raci_r_web3_1.pdf>

(Responsibility Charting)

<https://www.mgtsystems.com/stages-of-organizational-growth>

(Stages of organizational growth)

<https://www.jstor.org/stable/975372?seq=1#metadata_info_tab_contents>

(Argyris, Making the undiscussable and its undiscussability discussable)

<https://tompeters.com/columns/what-gets-measured-gets-done/>

(Peters, What gets measured, gets done)

<https://socialecology.uci.edu/sites/socialecology.uci.edu/files/users/feldmanm/Role_of_public_manager_-_Governance.pdf>

(The role of the public manager in inclusion: creating communities of participation)

<https://courses.lumenlearning.com/boundless-management/chapter/control-process/>

<https://courses.lumenlearning.com/boundless-management/chapter/types-of-control/>

<https://courses.lumenlearning.com/boundless-management/chapter/bureaucratic-and-quality-control-tools-and-techniques/>

<https://courses.lumenlearning.com/boundless-management/chapter/business-stakeholders/>

**Group Assignment #2: Chris Cunningham Case Study (attached)**

**WEEK 12**

**November 9** **Structural & Human Resource Frame Analysis Papers Due** (**Use quantitative and descriptive statistics; include an organizational chart and use terms/concepts from readings)**

**BE PREPARED TO DISCUSS YOUR FINDINGS**

**WEEK 13**

**November 16** **Political and Symbolic Frame Analysis Papers Due**

**Include a “Stakeholder Analysis” & “Responsibility Charting**

**BE PREPARED TO DISCUSS YOUR FINDINGS**

**WEEK 14**

**November 23 NO CLASS/THANKSGIVING BREAD**

**WEEK 15**

**November 30** **Final Application Paper Due**

**Last Class**

**BE PREPARED TO DISCUSS YOUR RECOMMENDATIONS**

**Course & Peer Evaluations**

**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*
* *Journal of Behavioral Public Administration*

**Recommended Supplemental 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+
* 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.

**Group Assignment #1**

**Doing Hard Time: Reforming the Prison System**

***Doing Hard Time: Reforming the Prison System***

Bolman and Deal 1 identify four viewpoints or frames for use in studying people and organizations: **structural, human resources, political,** and **symbolic.** The *"structural frame" ,2* based in the field of sociology, emphasizes the structure of an organization, and focuses on rules, procedures, roles, relationships, policies, and hierarchies. By contrast, the *"human resource frame"*is grounded in organizational psychology and focuses on the fit between the individual and the organization. Individuals' goals, needs, and feelings, and how to fulfill them are paramount. The *"political frame",* developed by political scientists, considers organizations as screaming jungles in which individuals and groups jockey for scarce resources and power. Key activities of this frame include bargaining, negotiation, and compromise. Finally, the *"symbolic frame"* uses social and cultural anthropology to examine organizations, putting aside all assumptions of linearity and rationality--the meaning of what happened rather than the what is important. This frame views organizations as tribes, theater, or carnivals. Organizations are· *"cu/tu res3 "* peopled by heroes and propelled by myths, stories, fairy tales, rituals, and ceremonies. According to Bolman and Deal, the *"symbolic frame"* can be used in the following way:

Organization is theater: various actors play out the drama inside the

organization, while outside audiences form impressions based on what they - see occurring onstage. Problems arise when actors play their parts badly, when symbols lose their meaning, when ceremonies and rituals lose their potency. Improvements in rebuilding the expressive or spiritual side of organizations come through the use of symbol, myth or magic. This frame is particularly appropriate in settings with conflicting or unclear goals, multiple constituencies, uncertainty, or calls for reform.

While the political actions drive much of what goes on at higher levels in public agencies, the *"symbolic frame"* affords opportunities for public managers to accomplish change.

This case study on reforming the prison system provides an opportunity to- view a public agency through the *"political frame"* and to develop an appropriate course of action.

*The Case*

In our state, the prison system has been the target of fierce public commentary. The courts continue to incarcerate criminals, stuffing more into an already overcrowded system, while demanding reform and attention to prisoner rights. The legislature, faced with shrinking revenues, has reduced the overall budget, vetoing funds for a new facility. Additionally, many legislators are feeling pressure from their constituents' calls for prison and criminal justice reform; consequently, legislative panels are reviewing all prison and justice system procedures. The media has *"villainized"* the prison system through several news reports following crimes committed by former inmates. The system has been challenged by the ACLU for violating prisoner rights, accusing the system of doubling prison population without increasing prison capacity, The warden of the largest facility recently made a public address in which he criticized the state prison system for waste and abuse of funds, personnel cutbacks, and inadequate training for prison guards and employees. Guards and employees have unionized and threaten to strike if their demands for shorter hours, higher wages, increased prison security and other reforms are not met. Inmate unrest portends violence, and their leaders are demanding more *"ethnic"* guards, better (adequate) health care, isolation from HIV+ inmates, and additional visitation rights for family members.

Several issues this past year have further fueled the debate for change. First, several inmates and their family members have charged that parole board members accept bribes for arranging early release. Second, the federal prison system has sent a number of foreign nationals convicted of immigration fraud and other crimes to state prisons. Third, a prisoner released through an administrative error committed a series of rapes, and then raped and killed a nine-year-old girl. One television station investigation discovered thirty-five such errors in a twelve-month period, and half of the inmates released had already committed crimes again. Fourth, several inmate epidemics verified the sub-standard quality of health care in the system.

**Instructions and Questions**

You have lived in this state for five years and have recently retired as city manager in the capitol city. You are asked to take a temporary assignment of two to three years as Director of Prisons to initiate prison

reforms. You are well known in the state as a tough but fair administrator with a strong code of professional ethics. You have good political connections. You will be given the support necessary to make changes. After a meeting with the governor, you agree to accept the assignment.

The governor's mandate to you to restore confidence in the system as quickly as possible. To tackle this assignment, you will need to act in all four frames; however, the governor asks for you to develop a written plan for using the political frame. She identifies the major constituencies as the media (television, radio, print media); the legislature; two liberal state-wide public advocacy groups; a conservative prison reform group; the prison guard's union; taxpayers in general; a statewide victims' rights group; and the prison board.

Develop a plan of action using the *"political frame"* that addresses all of these constituencies. This task must be completed within your first thirty days on the job (Develop a stakeholder analysis and then use a 'flowchart' to graphically illustrate your action plan by indicating who, what, when, & how).. Remember, your strategies and action plan must reflect the political frame!

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**Group Assignment #2:**

**The Case of Chris Cunningham1**

Elizabeth Stover was the president of Stover Industries, an amalgamation of several small companies in the electrical parts industry. She and her husband had inherited part of the group from her father-in-law, and Stover, an engineer, elected to run the company while her husband pursued a separate career as a dental surgeon. In addition to the inheritance,. Stover had purchased three other companies to create the present Stover Industries. Only 31 years old, Stover was a dynamic individual, full of ideas and drive. In the space of a year she had welded Stover Industries into a profitable organization known for its aggressiveness.

Stover integrated the four companies into a unified organization by merging the individual management groups into one unit. Some individuals in each organization had been released at the time of purchase, and, in other instances, executives of the newly purchased companies resigned because of difficulties in working for such a young and driving boss. The four plants continued as individual manufacturing units of the company, and together employed approximately 475 production workers.

Problems arose in integrating the sales staffs, because the original companies had competed with one other, and, the salesmen had overlapping territories. This was gradually being worked out; but the salespeople were permitted to keep their own pre-existing customers, which made it difficult to assign exclusive territories to each salesperson. The sales staff included 17 sales representatives and the director, who. had been with the original Stover company as sales manager. He knew Elizabeth Stover well and was a trusted lieutenant, but served as little more than titular head of the sales force. He devoted most of his time and energy to routine direction and coordination of the sales team. Stover herself provided the active leadership.

It was Stover who hired the 18th and newest sales representative -- Chris Cunningham, who had been one of Stover’s college classmates. Cunningham shared some of Stover's drive and enthusiasm and soon justified Stover's choice with a sensational sales record. Despite this sales success, Cunningham represented a thorny problem for Stover. She described the problem in the following fashion:

I hired Chris because we knew and admired each other in our college days. Chris was always a leader on campus, and we had worked well together in campus affairs.

Chris was just the kind of person I wanted in this organization--a lot of drive and originality, combined with tremendous loyalty. The way I operate, I need a loyal organization of people who will pitch right in on the projects we develop. Chris has already been proven a top-notch performer and will probably be our best salesperson in a year or two. Could one ask for anything better than that?

Here is where the rub comes in. Chris is the sort of person who has absolutely no

1\*Author unknown. The case has been circulating for decades in the organizational behavior community.

Any information about its source would be appreciated.

respect for organization. A hot order will come in, for example, and Chris will go straight to the plant with it and raise hell until that order is delivered. It doesn't make any difference that our production schedule has been knocked to pieces. The order is out, and Chris has a satisfied customer. Of course, that sort of thing gets repeat business and does show well on Chris' sales record. But it has made running our plants a constant headache. It is not only the production people who have felt the impact of Cunningham on the operations. Chris gets mixed up with our engineering department on new designs and has even made the purchasing department furious by needling them to hurry supplies on special orders.

You can just imagine how the rest of the organization feels about all this. The other salespeople are pretty upset that their orders get pushed aside--and are probably a bit jealous, too. The production people, the engineers, the purchasing agent, and most of the rest of the staff have constantly complained to me about how Chris gets in their hair. On a personal level, the staff say they like Chris a lot but that they just cannot work with such a troublemaker in the organization.

I have talked with Chris many times about this. I have tried raising hell over the issue, pleading for change, and patient and rational discussion. For maybe a week after one of these sessions, Chris seems like a reformed character, everyone relaxes a bit, and then bang--off we go again in the same old pattern. I suppose that in many ways Chris is just like me--I must admit I would probably be inclined to act in much the same way.

You see, I have a lot of sympathy for Chris' point of view.

I think you can see now what my problem is. Should I fire Chris and lose a star salesperson? That does not make too much sense. In fact, Chris is probably the person who should be our sales director, if not immediately at least in a few years. But without the ability to get along with the organization, to understand the meaning of "channels" and "procedures," Chris is not only a valuable and talented addition to the company, but a liability as well. Should I take a chance on things eventually working out and Chris getting educated to the organization? Should I put on a lot of pressure and force a change? What would that do to Chris' enthusiasm and sales record? If I just let things go, then, there is a real danger to my organization. My executives will think I have given Chris the green light, and they will transfer their antagonism to me. I certainly cannot afford that.

**ANALYSIS OF THE CASE OF CHRIS CUNNINGHAM**

KEY QUESTIONS:

1.What are the key structural, HR, political, and symbolic issues that you see in the case? 2.What options should Elizabeth Stover consider for responding to each of those issues?

3.What do you recommend that she do to solve the immediate and effectively lead the company's growth and development going forward?

To answer the above listed questions, generate a multiframe analysis using Bolman and Deal's (2003) approach as they have done for the Robert F. Kennedy High School in chapter 20 of their book, Reframing Organizations (p. 409-430):

TABLE 1 (Questions. 1 & 2)

|  |  |  |
| --- | --- | --- |
| **Frame** | **Issues** (What’s going on?) | **Options** (What could Stover do?) |
| **Structural** |  |  |
| **Human Resource** |  |  |
| **Political** |  |  |
| **Symbolic** |  |  |

Table 2: Question 3

Drawing from your analysis is Table 1, enter the issues you believe are most significant and relevant in Table 2, below. Then develop corresponding recommendations for what Elizabeth Stover should do to deal with the issues in the case and provide effective leadership for the company's growth and development. (Some issues and recommendations may cut across more than one frame.)

**Frame**

**Most critical issues:**

**Recommendations**

**Structural**

**Human**

**Resource**

**Political**

**Symbolic**