

PA 415: Organization Theory and Public Management

Spring Semester, 2008

Course Location: Lecture Center A2

Course Time: Thursday 6-9PM

Instructor: Dr. Mary K. Feeney

Office Hours: By appointment

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Objectives

This course will discuss key questions in organization theory and public sector research, policy, and management and familiarize students with what makes the public sector distinct from the private sector, the scope of public sector activity, current debates in public policy, and critical challenges facing the organization and management of public organizations. The course will be composed of readings, lectures, case studies, and individual and group assignments. The course is designed to prepare students for the public sector workplace and to help students understand and think about public organizations and public management. As a final project, students will analyze a popular management text from the perspective of public sector theory and research.

Required Text

- (1) Rainey, Hal G. (2003). *Understanding and managing public organizations* (Third ed.). San Francisco: Jossey-Bass.
- (2) Book of your choice (see assignment page).
- (3) All assigned journal articles can be found through the UIC library or will be posted on BLACKBOARD. News and magazine articles are available online through LexisNexis or at the library. It is the student's responsibility to locate assigned articles and read all materials prior to class.

Course Requirements and Grading

Class Participation – 10%

The more you participate, the more engaging and interesting the class will be. Your opinions and experiences matter so please share with the class. As a result, attendance is mandatory. Class discussion suffers in your absence and so does your participation grade. Students' participation grades will be reduced for absences from class (tardiness to class and early departure will also lead to reduced participation grades). Of course, personal and family circumstances can require class absence. Students should contact the professor about such absences before the class. *Please be professional and do not miss more than one class.*

Memo – 5%

The memo assignment will be assigned **January 24, 2008**. The assignment must be turned in no later than **February 14, 2008**. You must turn in a hard copy of the memo. Electronic copies will not be accepted.

Case Study – 15%

Each student will participate in **two case study assignments**. These role playing activities will take place in class and will require students to meet outside of class and prepare for the case study in advance. Students will be graded on their preparedness, participation, thoughtfulness, and professionalism during the case.

Midterm Exam – 25%

A midterm exam will be administered after the seventh week of classes. Students are responsible for being familiar with all material covered before the exam including readings, case studies, and lectures. The exam will include definitions, multiple choice questions, short-answer essay questions testing for comprehension, and critical thinking, and a reading section.

Independent Reading Assignment – 45%

Presentation – 5%

Book Review – 10%

Final Paper – 30%

There are numerous publications focusing on various organization theory and management issues such as leadership, diversity, technology, and ethics. The generic literature far outweighs the amount of literature focusing on public sector management. For this class, you will (1) select a current management book (can be older if you can justify the use of that book), (2) read the book, (3) make a short presentation (**7 minutes**) to the class about the book, (4) write a review of the book (**5 pages**), and (5) develop a final paper (**11 pages**) discussing how the ideas and arguments presented in the book relate to public organizations and public management. *See the assignment sheet for more details.*

COURSE SCHEDULE

(subject to change)

Week 1: 17 January - Introduction – The Study of Public Organizations

Readings:

Rainey, Chapters 1 & 2 - - - *Oh yes, you are already behind!*

Activities:

- In-Class Exercise: History of Organization Theory
 - Taylor, Scientific Management
 - Weber, Bureaucracy
 - Gulick, Notes on the Theory of Organization
 - Simon, The Proverbs of Administration

Assignments:

- Sign up for two case studies.
- Sign up for a book presentation date.
- Send email to mkfeeney@uic.edu indicating the book you will review.
- Go to UIC library (online). Locate a public administration journal of your choice (e.g. PAR, ARPA, PA, JPART, A&S, JPAM). Find a book review (usually at the end of the journal). Download the book review. Send the book review (PDF) to mkfeeney@uic.edu. All book reviews will be posted on Blackboard.
- Read for this week and next week.

Week 2: 24 January - Public Organizations: Definition, Classification, & Variation

Readings:

1. Rainey, Chapter 3 & 4
2. Rainey, H. G., Backoff, R. W., & Levine, C. H. (1976). Comparing public and private organizations. *Public Administration Review*, 36, 233-246
3. Rainey, H., & Bozeman, B. (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.
4. Perry, James and Hal G. Rainey. 1988. The public-private distinction in organization theory: A critique and research strategy. *Academy of Management Review* 13(2):182-201.

In Class Exercise: Classifying Organizations

*****Memo Assignment:** Public Agencies, Para-Public Agencies, Authorities, and Commissions

Reading: T. May (2004) Writing Effective Memoranda: Planning, Drafting, & Revising.

Due Date: February 6, 2007

Week 3: 31 January - Politics & Policy I: Sources of Power & Support

Readings:

1. Rainey, Chapter 5
2. M. Mintrom and S. Vergari. 1998. Policy Networks and Innovation Diffusion: The Case of State Education Reforms. *The Journal of Politics*, Vol. 60, No. 1, pp. 126-48.
3. Hecl, Hugh. Issue Networks and the executive establishment. From McCool Anthology.
4. Guston, David H. 2004. Forget politicizing science. Let's democratize science! *Issues in Science and Technology* 21(1):25-28.
5. Backstrand, Karin. 2003. Civic science for sustainability: Reframing the role of experts, policy-makers, and citizens in environmental governance. *Global Environmental Politics* 3(4):

Case: Zambezi Case

Case Materials: (1) Case study PDF (2) Assignment Sheet

Week 4: 7 February - Politics & Policy II: Politics & Policy Making**Readings:**

1. Lipsky. Street Level Bureaucrats as Policy Makers.
2. Maynard-Moody, Steven, and Michael Musheno. 2000. State Agent or Citizen Agent: Two Narratives of Discretion. *Journal of Public Administration Research and Theory* 10(2): 329-358.
3. O'Leary, Rosemary. 1994. The Bureaucratic Politics Paradox: The Case of Wetlands Legislation in Nevada. *Journal of Public Administration Research and Theory*, Vol. 4, No. 4: 443-467.
4. Maynard-Moody, Steven, and Michael Musheno. 2003. Organizational and Social Divisions among Street-Level Workers in *Cops, Teachers, Counselors: Stories from the Front Lines of Public Service*. Chapter 6: pp. 64-76.

Case: New Jersey Public Television Case:

Case Materials: (1) Assignment Sheet (2) Case study PDF

Week 4 Student Book Review (1):

Week 5: 14 February - Values, Motivation, Work Attitudes**Readings:**

1. Rainey, Chapters 9 & 10
2. Frank, S. A., & Lewis, G. B. (2004). Government employees - working hard or hardly working? *American Review of Public Administration*, 34(1), 36-51.
3. Karl, Katherine A., and Cynthia L. Sutton. 1998. Job values in today's workforce: A comparison of public and private sector employees. *Public Personnel Management* 27(4) 515.
4. Harry Levinson. 1973. Asinine Attitudes toward Motivation. *Harvard Business Review*.
5. Frederick Herzberg. 2003. One More Time: How Do You Motivate Employees? *Harvard Business Review*.
6. Gilbert, Daniel. 2005. *Stumbling on Happiness*. New York: Vintage Books. Excerpt.

Activity and Discussion:

Job Satisfaction Survey: <http://shell.cas.usf.edu/~spector/scales/jsspag.html>

Interpersonal Conflict at Work: <http://shell.cas.usf.edu/~spector/scales/strspage.html>

Memo Assignment Due Today!!!!!!

Week 5 Student Book Review (1):

Week 6: 21 February - Leadership, Managerial Roles, & Teamwork

Readings:

1. Rainey, Chapters 11 & 12
2. Daniel Goleman. Leadership that Gets Results. Harvard Business Review. Mar 1, 2000
3. Maccoby, Narcissistic Leaders. The Incredible Pros, the Inevitable Cons. Jan 2004.
4. Riccucci, Norma (editor), Hal G. Rainey, and James Thomson. 2006. Leadership and the Transformation of a Major Institution: Charles Rossotti and the Internal Revenue Service. *Public Administration Review*, 66(4)596-604.

Case: William D. Ruckelshaus and the EPA:

Case Materials:

Week 6 Student Book Review (3):

Week 7: 28 February – Goals, Effectiveness & Performance**Readings:**

1. Rainey, Chapter 6
2. Perrow, Charles. 1961. Analysis of Goals in Complex Organizations. *American Sociological Review*, Vol. 26, No. 6 (Dec., 1961), pp. 854-866
3. R. D. Behn, (2003) Why Measure Performance? *Public Administration Review*, 63, pp.586-606.
4. Lan, Z., & Rainey, H. G. (1992). Goals, rules, and effectiveness in public, private and hybrid organizations: More evidence on frequent assertions about differences. *Journal of Public Administration Research and Theory*, 2(1), 5-28.
5. General Accountability Office. *Managing for results: Using GPRA to assist oversight and decision-making*. GAO-01-872T June 19, 2001.
6. General Accountability Office. *GPRA Performance Reports GGD-96-66R* February 14, 1996.
7. Government Performance Results Act 1993. Available at: www.whitehouse.gov/omb/mgmt-gpra/gplaw2m.html

Week 7 Student Book Review (2):

Week 8: 6 March - Contracting, Performance, & Accountability**Readings:**

1. Brudney, Jeff, Sergio Fernandez, Jay Eungha Ryu, and Deil S. Wright. 2005. Exploring and explaining contracting out: Patterns among the American states. *Journal of Public Administration Research and Theory* 15(3):393-419.
2. Bozeman, Barry and Mary K. Feeney. Economic Individualism and the "Publicness" of Policies: Cases and Controversies in *Public Values and Public Interest: Counterbalancing Economic Individualism*. Chapter 2.
3. Light, Paul. The True Size of Government. *Government Executive*.
4. Light, Paul. The Total Federal Workforce. *Government Executive*.
5. Light, Paul. The True Shape of Government. *Government Executive*.
6. Light, Paul. Al Gore was Right. *Government Executive*.
7. GAO Report: Military Operations: High-Level DOD Action Needed to Address Long-standing Problems with Management and Oversight of Contractors Supporting Deployed Forces, GAO-07-145, December 18, 2006.
8. GAO Report: Rebuilding Iraq: Continued Progress Requires Overcoming Contract Management Challenges, GAO-06-1130T, September 28, 2006.

(Week 8: 6 March – Cont'd)

Case: Blackwater USA:

Case Materials: Blackwater Reading I; Blackwater Reading II

Week 8 Student Book Review (2):

Week 9: 13 March – Public Management, Security, Individual Rights, & Accountability

Readings:

1. Alasdair Roberts. The Limits of Control: the Market State, Divided Power, and the Response to 9/11, *International Public Management Journals*, 9(3):313-332.
2. Hersh, Seymour M. 2004. Torture at Abu Ghraib, *New Yorker*, May 10, 2004.
3. Hersh, Seymour M. 2005. The General's Report. *The New Yorker*. June 25. Page 58.

Case: Rumsfeld & Prisoner Abuse at Abu Ghraib:

Case Materials: Abu Ghraib PDF

Week 9 Student Book Review (2):

Week 10: 20 March ***In-Class Midterm*******

Week 11: 27 March *** SPRING BREAK *******

Week 12: 3 April - Public Values & Public Interest

Readings:

1. Zerbe, R.O. and Howard E. McCurdy. 1999. The Failure of Market Failure. *Journal of Policy Analysis and Management* 18(4):558-578.
2. Bozeman, Barry. 2002. Public-value failure: When efficient markets may not do. *Public Administration Review* 62(2):145-161.
3. Jorgensen, T. B., & Bozeman, B. (2007). Public Values: An Inventory. *Administration & Society*, 39(3), 354-381.
4. Feeney, M. K., & Bozeman, B. (2007). Public Values and Public Failure Implications of the 2004–2005 Flu Vaccine Case *Public Integrity*, 9(2), 175-190.

Case: Wombs for Rent:

Case Materials: Marie Claire, Judith Warner Op-Ed, AP news report, marketplace broadcast

Week 12 Student Book Reviews (3):

Week 13: 10 April – Decision-Making

Readings:

1. Rainey, Chapter 7

2. Paul C. Nutt. 2006. Comparing Public and Private Sector Decision-Making Practices. *Journal of Public Administration Research and Theory* 16(2):289-318.
3. Schwartz, John, and Matthew L. Wald. 2003. Smart people working collectively can be dumber than the sum of their brains: Groupthink is 30 years old and still going strong. *The New York Times*. 9 March.
4. Surowiecki, James. 2004. *Wisdom of Crowds*. Random House. Excerpt.
5. Herek, G.M., Janis, I.L. and P. Huth. 1987. Decision Making during International Crises: Is Quality of Process Related to Outcome? *The Journal of Conflict Resolution*, 31(2): 203-226

Activity: Group think in-class exercise.

Week 13 Student Book Review (2):

Week 14: 17 April - Why Work in the Public Sector?

Readings:

1. Blank, R. M. (1985). An analysis of workers' choice between employment in the public and private sectors. *Industrial and Labor Relations Review*, 38(2), 211-224.
2. Redman, T. & Mathews, B. P. (1997). What do recruiters want in a public sector manager? *Public Personnel Management*, 26(2), 245-256.
3. Partnership for Public Service. (2002). Mid-career hiring in the federal government: A strategy for change.
4. Partnership for Public Service. (2005a). Federal brain drain, November 21, 2005.
5. Partnership for Public Service. (2007). *Best Places to Work in the Federal Government 2007 Rankings*.
6. Partnership for Public Service. (2005b). *Public opinion on public service*.

In-Class Activity - GUEST SPEAKER

Week 14 Student Book Review (3):

Week 15: 24 April - Efficiency and Red Tape

Readings:

1. B. Allenby and J. Fink (2005) Toward Inherently Secure and Resilient Societies, *Science*, vol. 309, August 12, 2005.
2. Bozeman, Barry, 1993. A Theory of Government "Red Tape" *Journal of Public Administration Research and Theory*, 3(3):273-304.
3. Hayes, Christopher. 2007. In Praise of Red Tape. *The Nation*. July 9, 2007.
4. Brewer, Gene, and Richard M. Walker. 2006. Can Managers Reduce Red Tape? An Empirical Analysis of Environmental Constraints and Internal Management. Presented at APPAM 2006.

Case: Emergency Management and Hurricane Katrina:

Week 15 Student Book Review (2):

Week 16: 1 May - Ethics, Diversity, and Representative Bureaucracy

Readings:

1. Barr, S. (2005, May 19). OPM sweetens recruitment, retention incentives for workers in crucial jobs. *The Washington Post*.
2. Brudney, J. L., Hebert, F. T., & Wright, D. S. (2000). From organizational values to organizational roles: Examining representative bureaucracy in state administration. *Journal of Public Administration Research and Theory*, 10(3).
3. Pitts, David W. 2005. Diversity, representation, and performance: Evidence about race and ethnicity in public organizations. *Journal of Public Administration Research and Theory* 15(4):615-631.
4. Kelly, Rita Mae, Mary E. Guy, Jane Bayes, Georgia Duerst-Lahti, Lois Drake, Mary Hale, Cathy Johnson, Amal Kavar, and Jeanie Stanley. 2001. Public managers in the States: A comparison of career advancement by sex. *Public Administration Review* 51(5):402-412.

Activity: Representative Bureaucracy Activity - Government Accountability Office. 2000. USPS. Diversity in District Management-Level Positions. June. GAO/GGD-00-142.

Week 16 Student Book Review (2):

Week 17: 8 May – FINALS WEEK

Final Papers and Book Reviews Due 3PM, May 9th 2008

Accommodations

Disabilities: Please let me know if you have a disability that requires accommodations of any sort and we will make the necessary arrangements.

Class Etiquette: As this is a professional degree it goes without saying that this class is an exercise in professional development and courtesy. It reflects poorly on yourself as a future administrator and is discourteous to myself and your colleagues to use cell phones, surf the web, etc. during class. Thank you.

Attendance: Attendance is mandatory. We can all benefit from your point of view, so make a point to come to class regularly. If a student has to miss a class, advance notice would be appreciated (email or voice mail). In these cases, students are expected to keep up with the class requirements and turn in assignments on time. All students are expected to attend and participate in classes. The instructor reserves the right to round a student's grade up (or down) based on his or her contributions to class discussions.

Academic Honesty: All academic work must meet the standards contained in the Student Disciplinary Procedure (October 1993). Students are responsible for informing themselves about those standards before performing any academic work.

http://www.vcsa.uic.edu/MainSite/departments/dean_of_students/Our+Services/Student+Judicial+Affairs.htm.

Violations of Academic Integrity include, but are not limited to:

1. **Cheating.** (1) Using or attempting to use unauthorized materials or information in any academic exercise; (2) extending or receiving unauthorized assistance on any examination or assignment.
2. **Fabrication.** Falsifying any information or citation in an academic exercise.
3. **Facilitating academic dishonesty/ plagiarism.** Intentionally representing the words or ideas of another as one's own in any academic exercise.
4. **Bribes, favors, threats.** (1) Threatening, bribing, or attempting to bribe any person with the intention of affecting an evaluation of academic performance; (2) conspiring to bribe or threaten a person with the intention of affecting an evaluation of academic performance.
5. **Examination by proxy.** Impersonating another student during an exam, or intentionally allowing such an impersonation.
6. **Grade tampering.** Tampering or attempting to tamper with grades.
7. **Non-original works.** Falsely claiming, or attempting to claim, authorship of another person's written work.

Academic Resources: As a student in this masters program, you have the privilege of accessing an abundance of credible academic resources and popular media, including an array of academic publications through the library and numerous magazines and newspapers (see Lexus Nexus). I, and your colleagues, expect that you will be well informed on current events and will reference your work with reputable publications. Although Wikipedia may be a convenient starting point for your work, it is not an acceptable source of credible information.

Assignments: All written assignments must be turned in on time. It will be the instructor's discretion whether to accept any assignment after that time. If they are accepted, they will be given a lower grade. In an attempt to be fair to students who turn assignments in on time, late assignments will be penalized except under extraordinary circumstances where the instructor has given advance permission.

Formatting: The standard for all assignments is Times New Roman font, size 12 point, double-spaced, and margins of 1 on all sides. Students must cite works properly and consistently, using the American Psychological Association (APA) style <http://www.apastyle.org/index.html>. All work that is borrowed directly, paraphrased, or alluded to must be properly cited. **Plagiarism** – borrowing any idea, theory, information, or facts that are not common knowledge without acknowledging the source - is a very serious offence. Plagiarism will be detected and punished. The academic honor code applies under all conditions.

Grades: Grades are A for above expectations, B for at expectations, and C for below expectations.

College Study Strategies & Study Tips

<http://www.vcsa.uic.edu/MainSite/departments/ace/home/strategies.htm>

Writing Center

<http://www.uic.edu/depts/engl/writing/index.html>

The course syllabus is a general plan for the course; if necessary deviations from this plan will be announced to the class by the instructor.