

PA 415: Organization Theory and Public Management

FALL 2008

Course Location: 2232 Art & Design Hall

Course Time: Thursday 6-9PM

Instructor: Dr. Mary K. Feeney

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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. This course is designed to familiarize students with the major themes in organization theory and public management and public organizations. Topics will include organizational decision-making, worker motivation, and the relationship between organizations and their environments. We will also deal with issues of "publicness" in organizations.

Organization theory casts a broad net and has its own (often complicated) language. There will be two challenges for us as we proceed through the material. First, we will be challenged to understand the theories on their own terms and to relate the abstract language of organization theory to practice. The empirical referents for the class will be organizations where we work and with which we interact. Can the theories explain public organizations that we observe and with which we interact?

The course will be composed of readings, lectures, case studies, and individual and group assignments. The course is designed to provide students with a theoretical background 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 Texts

- (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 must be turned in no later than **September 18, 2008**. You must turn in a hard copy of the memo in class. 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 Independent Reading Assignment sheet for more details****

COURSE SCHEDULE

(subject to change)

Wk. 1	August 28	First Class - Introduction to Organization Theory
	Readings:	Rainey, Chapters 1 & 2 - - <i>Oh yes, you are already behind!</i>
	Lecture:	What is organization theory?
	Activity:	Review / Introduction of the classics Taylor, Scientific Management Weber, Bureaucracy Gulick, Notes on the Theory of Organization Simon, The Proverbs of Administration
Wk. 2	September 4	No Class
	Readings:	Please take this time to read ahead for the coming weeks. - Complete the American Government worksheet. - Select the book you will read for the course. Send an email to mkfeeney@uic.edu indicating the book you will be reviewing for this course. Please send the full citation for the book, including author name, date, book title, publisher city, and publisher name. For example: Feeney, Mary K. (2007). Obama and Me: My Journey to the Polling Booth. Chicago: University of Illinois Press. Please write one paragraph explaining: (1) why you chose the book and (2) what you hope to learn or expect to learn from this book.
	Assignments:	- By September 4, all students must sign-up for a date to make the book presentation.
Wk. 3	September 11	Public Organizations: Definition, Classification, & Variation
	Guest Speaker:	Dr. Zeger van der Wal Assistant Professor Department of Public Administration and Organization Science Vrije Universiteit University Amsterdam www.zegervanderwal.com
	Readings:	1. Rainey, Chapter 3 & 4 2. 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. 3. Gjalte de Graaf and Zeger van der Wal. 2008. On Value Differences Experienced by Sector Switchers. Administration & Society, Vol. 40, No. 1, 79-103. 4. Todd R. La Porte, 1994. A State of the Field: Increasing Growing Relative Ignorance. Journal of Public Administration Research & Theory. (1994), 4(1) 5-15. 5. Zeger Van Der Wal, Gjalte De Graaf & Karin Lasthuizen. 2008. What's valued most? Similarities and differences between the organizational values of the public and private sector. Public Administration 86(2):465-482.
	Activity:	In Class Exercise: Classifying Organizations

Wk. 4 September 18 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. D. J. Hickson, C. R. Hinings, C. A. Lee, R. E. Schneck and J. M. Pennings. 1971. A Strategic Contingencies' Theory of Intraorganizational Power. *Administrative Science Quarterly*, 16(2):216-229.
- Assignments:** ** Memo Assignment due today!
- Case Study:** Case 1: Zambezi Case
Case Materials: (1) Case study PDF (2) Assignment Sheet
- Case 1 Group:** 6 Students:

Wk. 5 September 25 Policy & Politics II: Street Level Bureaucracy

- 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. *JPART* 10(2): 329-358.
 3. O'Leary, Rosemary. 1994. The Bureaucratic Politics Paradox: The Case of Wetlands Legislation in Nevada. *JPART*, 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 Study:** Case 2: New Jersey Public Television Case
Case Materials: (1) Assignment Sheet (2) Case study PDF
- Case 2 Group:** 7 Students:
- Book Presentation:** 2 Students:

Wk. 6 October 2 Motivation and 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:** 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>
- Book Presentation:** 3 Students:

Wk. 7 October 9 Contracting and Performance

- 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*.

Not Required, but recommended:

- 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.
- GAO Report: Rebuilding Iraq: Continued Progress Requires Overcoming Contract Management Challenges, GAO-06-1130T, September 28, 2006.

Case Study: Case 3: Blackwater USA:
Case Materials: Blackwater Reading I; Blackwater Reading II

Case 3 Group: 10 Students:

Book Presentation: 3 Students:

Wk. 8 October 16 Efficiency and Organizational 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 Study: Case 4: Katrina

Case 4 Group: 8 Students:

Book Presentation: 4 Students:

Wk. 9 October 23 MIDTERM

A midterm exam will be administered in class.

Wk. 10 October 30 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. 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 Study:** Case 5: Wombs for Rent:
Case Materials: Marie Claire, Judith Warner Op-Ed, AP news report, marketplace broadcast
- Case 5 Group:** [10 Students:](#)
- Book Presentation:** [3 Students:](#)

Wk. 11 November 6 Leadership, Managerial Roles, & Teamwork

Leadership Film Festival

- 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. Can Mayor Antonio Villaraigosa keep control of L.A.'s battling factions? Profiles. Fault Lines. *The New Yorker*. Connie Bruck May 21, 2007.
- Assignments:** [Leadership Movie Writing Assignment](#)
- Activity:** We will be watching a movie! Feel free to bring popcorn or snacks to share. You need not take detailed notes during the movie, but will be asked to write a short assignment about the movie and readings.

Wk. 12 November 13 Organizational 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. M.D. Cohen, James G. March, and Johan P. Olsen, "A Garbage Can Model of Organizational Choice," *Administrative Science Quarterly* 17 (1972), 1-25.
 5. Charles E. Lindblom, 1959. The Science of Muddling Through, *Public Administration Review* 19(2):79-88.
- Activity:** Activity: Group think in-class exercise.
- Book Presentation:** [4 Students:](#)

Wk. 13 November 20 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 Study: Case 6: Rumsfeld & Prisoner Abuse at Abu Ghraib:
Case Materials: Abu Ghraib PDF

Case 6 Group: 9 Students:

Book Presentation: 3 Students:

Wk. 14 November 27 NO CLASS Thanksgiving holiday

Wk. 15 December 4 Organizational Performance, Goals, and Effectiveness

- Readings:**
1. Rainey, Chapter 6
 2. R. D. Behn, (2003) Why Measure Performance? *Public Administration Review*, 63, pp.586-606.
 3. 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.
 4. General Accountability Office. Managing for results: Using GPRA to assist oversight and decision-making. GAO-01-872T June 19, 2001.
 5. General Accountability Office. GPRA Performance Reports GGD-96-66R February 14, 1996.
 6. Government Performance Results Act 1993. Available at: www.whitehouse.gov/omb/mgmt-gpra/gplaw2m.html

Book Presentation: 3 Students:

Wk. 16 December 11 Finals Week

Final Papers Due: Friday, December 12 at NOON

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.