

**Public Administration (PUAD) 620**  
**Organization Theory and Management Behavior**  
Summer Term, 2004, Session A,

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Office Hours: Tue. & Thur. 10:00 AM-12:00  
Or by Appointment before class

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Purpose and Objectives:

This course will serve as a graduate level introduction to organization theory and management behavior. The course is designed to be a survey course, with breadth of topical coverage emphasized rather than depth. Class members will be introduced to a wide-range of organization theories (macro, intermediate, and micro) and a variety of ways of thinking about management tasks, responsibilities, and practices. Of particular interest will be the questions of whether or to what extent organization and management behavior can appropriately be described as “rational” and the extent to which the key task of management is finding the “right technology” for goal achievement. Students should complete this course with knowledge of both the value and limitations of the organization theory literature and existing empirical research about organizations. Students should also be able to use organization theories as a tool for learning about and analyzing the organizations in which they work, as well as other organizations. Finally, students should also be able to use various frameworks examined in the class to describe, explain, predict, and evaluate management practices and behavior.

Course Organization and Pedagogy

Since this is a graduate course, heavy emphasis will be placed on analysis and discussion of assigned readings. The format that we will use to analyze and discuss readings, make class presentations, and prepare written memos is attached to the syllabus. In order to ensure the widest possible range of participation in class discussion, the instructor will use a variety of methods to facilitate class discussion. From time to time, the instructor will provide mini-lectures, and guest lectures may be given by individuals with special expertise on key topics.

Work, Workload, Responsibilities, and Course Grades:

Reading required articles and book chapters, analyzing assigned readings, and preparing short memos on class readings constitute the primary work for the class. An applied research paper can be substituted for some of the memo assignments. Work options and related grade weights for those options are presented below in tabular form.

A %	B %	C %
Class Participation 20	Class Participation 20	Class Participation 20
Class Presentation 10	Class Presentation 10	Class Presentation 10

2 Memos, Classes 1-3 20	2 Memos, Classes 1-3 20	2 Memos, Classes 1-3 20
3 Memos, Classes 4-8 20	Applied Paper #1 40	1 Memo, Classes 4-8 10
3 Memos, Classes 9-12 30	1 Memo, Classes 10-12 10	Applied Paper #2 40

The memos are two page documents; the required format for these memos is attached to the syllabus. Class presentations on required readings are given from these memos, and presenters must give a copy of their memos to class members. To meet the memo requirements for options A, B, and C above, you write a memo on one reading per class. Discussions of all required readings will be conducted within this format.

The applied paper option gives class members an opportunity to take a theory, model, or framework from the literature we are reading and apply it to the organization in which you are employed or to an organization with which you have regular interaction. The applied paper should be five to seven pages long. Format instructions for the papers are attached to the syllabus, and the due dates for the applied paper are noted on the syllabus.

Late memos or papers will be penalized one-half letter grade for the first day, a whole letter grade for the third day, and two letter grades if the paper is late by one week. All memos and papers must be the student's own work. Proper citation of sources is required. Incompletes are discouraged; they must be requested in writing and permission must be given in writing. If you are facing a medical emergency or some other kind of extraordinary circumstance, please let me know at the earliest possible moment.

#### Course Readings:

Most of the required readings are taken from the readings packet and the four books listed below; all are available for purchase at the GMU Book Store. Required readings not found in these two books should be available in both paper and electronic form through Reserve Reading Room in the Johnson Center.

Hal G. Rainey, *Understanding and Managing Public Organizations*, 3<sup>rd</sup> ed. (2003)

Jay M. Shafritz and J. Steven Ott, *Classics of Organization Theory*, 5<sup>th</sup> ed. (2001)

Mary Walton, *The DEMING Management Method* (1986)

James Q. Wilson, *BUREAUCRACY* (1989)

Readings Packet

I have asked to have four copies of both the Rainey and Wilson texts on reserve at the Johnson Center Library Reserve Room. Two copies of each book will be on three-hour reserve; two will be on three-day reserve.

#### Special Note:

I am using some of my own published work in this course. These readings are assembled in a packet for your convenience. I do not receive any royalty for the packet.

## **Syllabus: Topics and Required Readings**

### **I. FOUNDATIONS: CONCEPTS, THEORIES, EMPIRICAL RESEARCH, AND NORMATIVE POSITIONS**

\*Unless otherwise specified, readings for weeks 1-6 are from the *Classics* reader.

#### **1. Life Cycle of Organizations; Management Skills, Management Education & Training**

(Tue. May 18)

Conant, "The Changing Face of the New Jersey D.E.P." (Readings Packet)  
Rainey, *Understanding and Managing Public Organizations*, pp. 355-369  
Katz, "Skills of An Effective Administrator," (Library Reserve)  
Conant, "The Manager's View of Management Education and Training"  
(Readings Packet)

##### Recommended Reading:

Downs, "The Life Cycle of Organizations," (Library Reserve)  
Lewis, "The Politics of Agency Termination: Confronting the Myth of Agency  
Immortality," (Library Reserve)

#### **2. Management Functions, Organizational Structure, and Production**

(Thur. May 20)

Gulick, "Notes on a Theory of Organization"  
Woodward, "Management and Technology" (Library Reserve)  
Mintzberg, "The Five Basic Parts of the Organization"  
Taylor, "The Principles of Scientific Management"

##### Recommended Reading:

Henri Fayol, "General Principles of Management"  
Barnard, "The Economy of Incentives"  
Conant, "State Reorganization: A New Model?" (Readings Packet)  
Rainey, *Understanding and Managing Public Organizations*, Chapt. 8

#### **3. Bureaucracy and Systems Theory (Closed, Open, Mechanistic, Organic)**

\*\*(Tue. May 25) **Memos Due for Classes 1-3**

Weber, "Bureaucracy"  
Shafritz and Ott, pp. 242-246

Katz and Kahn, "Organizations and the Systems Concept" (*Classics*)  
Conant, "Stability, Change and Leadership in State Administration, 1970-86"  
(Readings Packet)  
Burns and Stalker, "Mechanistic and Organic Systems"  
Thompson, "Organizations in Action"

Recommended Reading:

Merton, "Bureaucratic Structure and Personality"  
Hummel, *The Bureaucratic Experience* (Library Reserve)

**4. Motivation and Group Behavior**

\*\*(Thur. May 27) **Proposals due for applied papers #1 & #2;** Last Drop Day

Maslow, "A Theory of Human Motivation"  
Roethlisberger, "The Hawthorne Experiments"  
McGregor, "The Human Side of the Enterprise"  
Janis, "Groupthink: The Desperate Drive for Consensus at Any Cost"

Recommended Reading:

Shafritz and Ott, pp. 145-151  
Rainey, *Understanding and Managing Public Organizations*, Chapt. 9  
Follett, "The Giving of Orders"  
Victor and Stephens, "The Dark Side of the New Organizational Forms"

**5. Culture, Power, and Ethics**

(Tue. June 1)

Schein, "Defining Organizational Culture"  
Kelly, "The Interrelationship of Ethics and Power in Today's Organization"  
(Library Reserve)  
Pfeffer, "Understanding the Role of Power in Decision Making"  
Mintzberg, "The Power Game and the Players"  
Kanter, "Power Failure in Management Circuits"

**6. Comparing Public, Nonprofit, and Private Organizations and Management**

(Thur. June 3)

Allison, "Public and Private Management: Are They Alike Fundamentally  
Alike in All Unimportant Respects?" (Library Reserve)  
Conant, "Can Government Organizations Be Excellent, Too?" (Readings Packet)  
Rainey, *Understanding and Managing Public Organizations*, pp. 47-49, 55-78

Recommended Reading:

Peters and Waterman, *In Search of Excellence* (1982)

## **II. APPROACHES TO IMPROVING MANAGEMENT AND ORGANIZATIONAL PERFORMANCE**

### **7. Improving Management and Organizational Performance: Traditional and Contemporary Approaches (Sat. June 5)**

Rainey, *Understanding and Managing Public Organizations*, pp. 369-389, Chapt. 14, and Chapt. 6

#### Recommended Reading

Peters and Waterman, *In Search of Excellence* (1982)

Gore, "Creating a Government that Works Better & Costs Less: Report of the National Performance Review"

Hammer and Champy, "Reengineering the Corporation: The Enabling Role of Information Technology"

Senge, "The Fifth Discipline: A Shift of Mind"

Drucker, *Managing for Results*

### **8. Improving Management and Production: Quality Improvement (Tue. June 8)**

**\*\*\*Memos due for classes 4-8; Applied Paper #1 Due**

Hummel, "Behind Quality Management: What Workers and a Few Philosophers Have Always Known and How It Adds Up to Excellence in Production" (Library Reserve)

Walton, *The Deming Management Method*, Foreward, Preface, and Chapt. 1-18.

### **9. Improving Management and Production: Quality Improvement (Thur. June 10)**

Walton, *The Deming Management Method*, Chapt. 20-24 and Epilogue

#### Recommended Reading:

Deming, *Out of the Crisis*, (1982)

**(syllabus continued on next page)**

### **III. “BUREAUCRACY:” CASE STUDIES AND GENERAL FINDINGS FROM THOSE STUDIES**

#### **10. Top-Down and Bottom Up Approaches to Organizations**

(Sat. June 12)

Wilson, *BUREAUCRACY*, Preface (Original), and Chaps. 1-3

#### **11. Operators**

(Tue. June 15)

Wilson, *BUREAUCRACY*, Chaps. 4-6

#### **12. Managers**

(Thur. June 17)

Wilson, *BUREAUCRACY*, Chaps. 7-9

**\*\*Due on Monday. June 19**

**Applied Paper #2** (Rainey, Deming, or Wilson); **Memos for Classes 9-12**

## FORMAT FOR CLASS PRESENTATIONS and MEMOS

Presenter's Name and Group #; Date of Presentation

**Bibliographic Data:** Author's name, title of article or book chapter, journal or book, date article or chapter was originally published, etc.

### I. QUESTIONS

#### A. What questions is the author attempting to answer?

1. Question #1 (Do you expect a normative, empirical, or conceptual answer?)

(The nature of the answer we expect is largely defined by the way the question is posed. If the author seems to be posing a question that explicitly or implicitly asks what *should* be or what *ought* to be, we would expect a normative answer. If the question can be answered with facts or data, we might expect the author to provide an empirical answer. If the author seems to be asking a question that is most likely to be answered with which ideas or concepts, rather than facts or should statements, we expect a conceptual answer.

2. Question #2 (expect normative, empirical, or conceptual answer?)

3. Question #3 (expect normative, empirical, or conceptual answer?)

**B. Does the author explain the significance of the question(s) he/she is attempting to answer?** (Why is it important to have an answer to the question?)

### II. BIBLIOGRAPHIC SOURCES, DATA, AND METHODOLOGY

#### A. Have other scholars/ practitioners attempted to answer these questions?

1. What scholars or practitioners have previously attempted to answer the questions your author(s) is investigating?

a. Does the author explicitly identify these scholars/practitioners in the text of the article, or are they identified exclusively in footnotes?

b. Does the author tell the reader what answers these scholars/practitioners provided to these questions?

**B. What mean or means (methodology) does the author employ to investigate the research questions? What information, evidence, or data is collected to answer the research questions and what are the sources for that evidence?**

1. Is the author's work constructed on the basis of personal observation, interviews, newspaper reports, government documents, survey data, Census Data, etc.?

2. If evidence is provided or data is used, what is the quality of the evidence or data?
3. Is the evidence or data analyzed? If so, by what method is it analyzed?
4. If data is not used to answer the question, what mean or means does the author employ to answer the questions?

### **III. ANSWERS**

#### **A. What are the answers the author provides to the research questions?**

1. Answer to Question #1
2. Answer to Question #2
3. Answer to Question #3

### **IV. EVALUATION/CRITIQUE**

#### **A. What type (normative, conceptual, empirical) of answer does the author provide to the questions, and how does the type of answer compare to what you expected?**

#### **B. What is the quality of the answer(s)?**

1. Are the answers clear and understandable?
2. Does the research design/methodology seem appropriate to the type of question the author wants to answer?
3. Are you persuaded that the author has good answers to the questions?
  - a. How might other scholars who have done work on these questions respond to the answers provided by this author (favorably or not)?
  - b. If you have reservations about the quality of the answers, what do you think could be/should be changed in the author's study to improve the quality of the answers?



## **Format for Applied Research Paper Proposals and Papers**

Guidelines for Paper Proposals and Papers:

1. Paper proposals should be approximately one page in length.
2. Please make sure your paper proposal is approved before you begin your work.
3. Papers should be five to seven pages long, double-spaced, 12-point type, with footnotes or endnotes (MLA style). Please put page numbers at the bottom of each page (except page one), and please staple your paper.

### **Format**

#### **I. Purpose, Literature, Organization**

- A. What is the purpose of your paper?
- B. What author and article (or book chapter) are you going to use as the basis for your applied research paper?
- C. What model, theory, prescriptions or set of concepts about organizations or management are included in this article?
- D. What organization (or managers) will be the focus of your research?

#### **II. Research Questions**

- A. What question or questions do you plan to ask/investigate?
- B. What type answers do you expect to offer (empirical, etc.)?
- C. Why are these questions of interest to you?

#### **III. Methodology**

- A. What methodology are you going to use to develop answers to your questions?
  1. How will these methods provide a means to develop the findings, information, or data you need to develop your answers?
  2. Are there potential challenges, problems, or limitations with the methods chosen—or with the study itself—that can and should be anticipated?

#### **IV. Findings**

- A. Predictions: What you think your findings/answers will be? (proposal only)
- B. Answers (Substitute this section for A. above in your paper)

#### **V. Evaluation/Critique (for paper only)**

- A. What is the most important thing you have learned from this exercise about the literature (model, theory, etc.) you used and/or the organization or management activities that you studied?
- B. What are the main strengths and limitations of your findings?
- C. If you were going to repeat this exercise, what would you do differently?