

Department of Public and International Affairs
Public Administration (PUAD) 620:Organization Theory & Management Behavior
For the MPA Fellows Cohort
Fall 2005

Instructor: Professor James K. Conant

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Office Hours: Mon. 11:00 AM-12:00; Tue. 6:15-7:00PM

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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” or mission driven. 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 tools for learning about and analyzing the organizations in which they work and about which they read. Finally, students should also be able to use various theories or models examined in the class to describe, explain, predict, and evaluate management practices and behavior.

Course Organization and Pedagogy

Since this is a graduate course, special emphasis is placed on analysis and discussion of assigned readings. The format 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 invited guests with special expertise on key topics may give special presentations.

Work, Workload, Responsibilities, and Course Grades:

Reading required articles and book chapters, analyzing assigned readings, and preparing short memos on class readings constitutes much of the core work you will do for the class. Additionally, you will prepare a paper or a “journal” which is due on the last day of class. The points for each work product or activity are presented in tabular form on page two.

The memos focus on a single reading. Memos are worth 20 points and they can be up to two and one-half pages in length. All memos must be written in the required format (attached to the syllabus). Specifically, memo content will identify the research questions investigated in the reading, the methodology the researcher employed to find answers for

the questions, and the answers the researcher provides to the research questions. The last section of the memo is a critique of the research findings.

All memos are due at the beginning of the class period during which the reading will be discussed. Once handed in, a memo cannot be withdrawn. Each class member will use one of his/her memos as the basis for a 10-12 minute presentation on a required reading. The presenter will read their memo; presenters should not attempt to include material outside the required reading. Following the presentation, class members have 10-15 minutes to pose questions about the presentation and the reading from which it is drawn. Presenters must provide a copy of their memos to all class members. Discussions of all required readings will be conducted in the format used for memos and presentations.

The “journal” and paper options give class members an opportunity to take a theory, model, or framework from the literature we are reading and apply it to an organization. The organization can be the one in which you are employed or an organization in which you have a particular interest. The journals and papers should be five to eight pages long. The general format for these products is attached to the syllabus. Please be prepared to identify the option you will pursue by class session number four; proposals for journals and papers must be handed in by class session number eight.

Class Discussion	Quiz	Memos	Journal or Paper
15%	5%	40% (20% for each)	40%

Late journals 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. As stipulated in the GMU honor code, all written products must be the student’s own work. (A copy of the GMU honor code will be distributed in class.) Also, proper citation of sources is required in memos and papers. 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.

Required Readings Available for Purchase:

Most of the required readings for the course are found in a readings packet and the three books listed below. The packet and books can be purchased at the GMU bookstore in a special area designated for Office of Continuing Professional Education contract courses.

Jay M. Shafritz, J. Steven Ott, and Yong Suk Jang ed., *Classics of Organization Theory*, 6th ed. (2005)

Jonathan Tompkins, *Organization Theory and Public Management* (2005)

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

Readings Packet

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

SYLLABUS
PUAD 620 for the MPA Fellows, Fall 2005

Class Meetings; 7:00-9:00 PM Thursday and One Friday Afternoon

Only the required readings for each week are listed below; optional readings for each week can be found in required readings or in previous syllabi for this course (see instructor's web page). Required readings that do not have a source identified, such as packet, e-reserve, Tompkins, or Walton, are found in Safritz, Ott, and Jang, 6th ed., *Classics of Organization Theory*.

1. THEORIES, RESEARCH METHODS, FINDINGS, & APPLICATIONS

(Sept. 1)

Conant, "The Changing Face of the New Jersey DEP" (packet)

Conant, "The Manager's View of Management Education and Training" (packet)

**Practice Memo Due

**Begin Presentation Sign-up

2. THE COMPETING VALUES FRAMEWORK

(Sept. 8)

Tompkins, Chapters 1, 2, 3

**Quiz

**End Presentation Sign-up

3. BUREAUCRACY

(Sept. 15)

Weber, "Bureaucracy"

Tompkins, Chapt. 4, "Max Weber's Theory of Bureaucracy"

4. SCIENTIFIC MANAGEMENT

(Sept. 22)

Taylor, "The Principles of Scientific Management"

Tompkins, Chapt. 5, "Scientific Management Theory:"

**Select Journal or Paper Option

5. ADMINISTRATIVE MANAGEMENT

(Sept. 29)

Gulick, "Notes on a Theory of Organizations"

Tompkins, Chapt. 6, "Administrative Management Theory:"

6. HUMAN RELATIONS THEORY

**(Sept. 30, Friday Afternoon 2:00-7:00)

Follette, "The Giving of Orders"

Tompkins, Chapt. 7, "Pre-Human Relations Theory"

Roethlisberger, "The Hawthorne Experiments"

Tompkins, Chapt. 8, "Human Relations Theory"

7. NATURAL SYSTEMS

(Oct. 6)

Barnard, "The Economy of Incentives"

Tompkins, Chapt. 9, "The Natural Systems Perspective"

8. STRUCTURAL-FUNCTIONAL THEORY

(Oct. 13)

Merton, "Bureaucratic Structure and Personality"

Tompkins, Chapt. 10, "Structural-Functional Theory"

**Journal and Paper Proposals Due

9. TECHNOLOGY, STRUCTURE & THE OPEN SYSTEM MODEL

(Oct. 20)

Woodward, "Management and Technology" (packet or e-reserve)

Burns and Stalker, "Mechanistic and Organic Systems"

Pfeffer and Salancik, "External Control of Organizations: A Resource Dependence Perspective"

Tompkins, Chapt. 11, "The Open Systems Perspective:"

10. OPEN SYSTEMS/ PARTICIPATIVE MANAGEMENT

(Oct. 27)

Conant, "Stability, Change, and Leadership in State Administration" (packet)

Tompkins, Chapt. 12, "Participative Management Theory"

11. HUMAN RESOURCES THEORY AND ORG. (GROUP) BEHAVIOR

(Nov. 3)

Maslow, "A Theory of Human Motivation"

McGregor, "The Human Side of the Enterprise"

Tompkins, Chapt. 13, "Human Resources Theory"

Janis, "The Desperate Drive for Consensus at Any Cost"

13. QUALITY IMPROVEMENT

(Nov. 10)

Walton, *Demings' Management Method*

Tompkins, Chapt. 14, "Quality Management Theory"

14. ORGANIZATIONAL CULTURE & MANAGEMENT EXCELLENCE

(Nov. 17)

Schein, "Defining Organizational Culture"

Tompkins, Chapt. 15, "The Organizational Culture Perspective"

Tompkins, Chapt. 16, "Excellence in Government"

15. POWER AND ETHICS IN ORGANIZATIONS

(Dec. 1)

Pfeffer, "Understanding the Role of Power in Decision Making"

Kanter, "Power Failure in Management Circuits"

Kelly, "The Interrelationship of Ethics and Power in Today's Organization"
(packet or e-reserve)

16. MODERN STRUCTURAL FORMS AND ECONOMIC ANALYSIS

(Dec. 8)

Mintzberg, "The Five Basic Parts of the Organization"

Barney and Ouchi, "Learning from Organizational Economics"

****All Memos Due**

****Dec. 12**

Journals and Papers are Due

FORMAT FOR CLASS PRESENTATIONS and MEMOS

Memos are 2 to 2.5 pages in length with 1" margins; use 11 or 12 point type, Times font, and single space within each section identified below. Please staple memo pages together.

Class presentations from memos will be 10 to 12 minutes with 10-15 minutes for questions.

(A sample memo can be found in "Class Materials" for this course)

Name:

Memo # (1, 2)

Date of Presentation:

Bibliographic Data: Author's name, publication information: title of article or book chapter, journal or book; date and source of original publication; date and current source of publication

I. QUESTIONS (7 points)

A. What questions is the author attempting to answer?

****In this section you are the author's voice; do not use author's name, simply state the questions the author is asking. If you are lifting the questions word for word from the author's work, put the questions in quotation marks and identify the page number (example: p.35). The same rule applies to all sections of this memo: any time you lift more than two or three words directly from the text, you should put the author's words in quotation marks.**

1. Question #1 Do you expect a normative (N), empirical (E), or conceptual answer (C)?
(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 likely to be answered with 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?)
4. Question #4 (expect normative, empirical, or conceptual answer?)
5. Question #5 (expect normative, empirical, or conceptual answer?)

B. Why is it important to have an answer to the question(s) the author is asking?

Does the author explain the significance of the question(s) he/she is attempting to answer? If not, it is up to you to try to determine the significance.

II. BIBLIOGRAPHIC SOURCES, DATA, AND METHODOLOGY (3 points)

A. Have other scholars/practitioners attempted to answer the questions stated above?

(Answer this question directly; with yes, no, or other scholars have attempted to answer related questions, etc.)

1. What scholars or practitioners have previously attempted to answer the questions your author 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? If so, what are the answers?

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

1. Is personal reflection or observation (based on experience) the primary means employed? Is the author conducting a case study, offering a comparative case study, or doing survey research? Is the author doing hypothesis testing or formal modeling? Is the work some combination of these means?
2. What data or evidence is used in the investigation? Is the data from primary sources or secondary sources? Primary sources might include interviews, field studies, government documents, survey data provided by the Census Bureau or opinion research polling firms, and some newspaper or periodical articles.
3. Is the evidence or data analyzed? If so, by what method is it analyzed?
4. Is the data made available to the reader so that he/she can independently verify (or reject) the author's conclusions?

III. ANSWERS (7 points)

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
4. Answer to Question #4
5. Answer to Question #5

IV. EVALUATION/CRITIQUE (3 points)

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?

PUAD 620: JOURNAL AND PAPER OPTIONS

JOURNAL

Length: 5-8 pages

Purpose and Content:

The purpose of this option is to give you an opportunity to use a variety of theories, models, and concepts, as “lenses” for looking at and reflecting upon your organization. You will use the “lenses” outlined in class readings or lectures to develop short essays or memos (one and one-half to two-pages) for 4-5 sessions of the course.

Examples:

- a. Weber: Weber identifies six characteristics of “modern” organizations (bureaucracies). List those characteristics and reflect upon the extent to which these characteristics are (or seem to be) present in your organization. You might also comment on whether the performance of your organization might be improved by enhancing or reducing these “bureaucratic” characteristics.
- b. Taylor: Taylor discusses the importance of finding the best way to do work. Has there been any formal study of how to do work in your unit or organization? If so, have the results been formalized? Is there a manual that lists the steps or methods or processes various employees should follow? Do employees follow these steps, methods, or guidelines?
- c. Gulick: Gulick identifies four bases for dividing work: purpose, process, place, and person. He also contends that while there must be a primary basis (or logic) for work division (such as function) there may be a secondary and even tertiary division of work within the organization that employs a different logic. How is work divided in your organization? What are some of the benefits and problems that seem to grow out of the way or ways in which work is divided?

Alternative: Gulick identifies span of control as a key factor in the coordination of work in an organization. For example, Gulick contends that a chief executive with too many people to supervise cannot be successful in either her/his supervisory or other managerial duties. You could do some quick research to determine how many “layers” of supervision there are in your division and how many people each supervisor or manager supervises. Analyze (identify patterns, if any) and reflect on the findings (can span of control be expanded? are there too many layers?, etc.) Offer recommendations where appropriate.

- d. McGregor: Is theory X or theory Y the dominant management model in your organization? How do you know and what effects can you see?
- e. Deming: Who are your suppliers? What is the quality of the materials or products they supply? What are the consequences of having good or poor quality products supplied to your work unit?

Format for Journal: Cover page with name, class date, and journal entries. You may use essay form or memo form (questions/answers). Opening heading should identify the theory, model, system, concept, or research findings that serve as the basis for your reflections (top of each page); also identify the author(s) and reading(s) that serve as the basis for your reflections and include the date of original writing and date or dates on which you expanded or changed your journal entries. Double-space your essay (or memo); use 11 or 12 point typeface and 1" margins. Be sure you limit paragraph length and use topical sentences to begin paragraphs in the essay. Finally, you may want to consider a summary page at the end of the journal entries which you use to compare and contrast your individual findings or reflections.

PAPER

Length: 5-8 pages

Purpose and Content: The paper provides an opportunity for you to use a theory, model, or concept presented in class literature or lectures in a more in-depth manner than does the journal option. Think of the paper as an opportunity to take on a small-scale research project. There are four different options available to you within the paper option. The key element of the papers in option B. 1. will be the identification of the question or questions you want to investigate and the sources of information you will use to answer your research questions. Indeed, you can use the memo format for that option if you wish to do so.

Options

A. Macro Organizational Portrait

1. Use the "Changing Face of the New Jersey DEP" as a model for developing a portrait of the way your department has changed over the past 10 years. Use 1995, 2000, and 2005 as the years in which you present data on leadership, structure, resources, and priorities.
2. You may use a sub-unit of the department as the focus of your organizational portrait if it is sufficiently large.

B. Applied Paper

1. Use a single organizational theory or management theory or model, as the basis for developing a paper on the organization in which you work. Here are some examples:
 - a. Use Tompkins' list of the six forms of coordination as the basis for investigating coordination mechanism used in your organization. Specifically, attempt to determine whether the six forms are used in your organization. To the extent you are able to do so, identify patterns of use. Then, attempt to assess the strengths and weaknesses of each approach in your organization. Finally, consider offering some recommendations for the use of coordination mechanisms that may improve performance. Such recommendation might be: use approach "a" rather than approach "b" in these circumstances; or, in order to make approach "a" an effective coordination mechanism in our organization, the following implementation problems must be fixed; etc.

- b. Use the open systems model (Burns and Stalker) to map key environmental forces that are affecting (or may soon affect) your organization in significant ways. Identify the potential effects those forces are having (or may have) on the organization and the ways in which your organization may have to change in order to effectively adapt to these changes. Is your organization's senior management aware of and attempting to respond to these changes?
 - c. McGregor's Theory X and Theory Y as the basis for examining the management model that seems to be dominant in your organization. Then discuss some of the positive and negative consequences that seem to result from the use of that model.
 - d. Use Deming's work to "map" a process, a set of processes, or a system in your organization. Then analyze and evaluate the performance of this process, speculate about the factors that contribute to poor quality, identify changes that you think might improve quality, and articulate an implementation plan that could be used to make those changes. Also, consider circumstances that might support or make difficult the use of Quality Improvement Techniques in your organization. In particular, you might want to consider people who you think might support or be strongly opposed to such an approach. Explain those circumstances.
2. Use the "Competing Values Framework," as articulated by Tompkins, as the basis for describing and evaluating management practice in your organization.

Format: Cover page with name, class, date, and paper title. Begin with an introductory paragraph that states the purpose of the paper and identifies the theory, model, system, concept, or research findings that serve as the basis for your work. Use headings throughout the paper to serve as organizational markers, and limit the length of paragraphs. Be sure to use the topical sentences at the beginning of each paragraphs to guide your readers through the paper. Double space your essay; use 11 or 12 point typeface and 1" margins. Use appropriate footnoting system as needed.