

**Department of Public and International Affairs**  
**Public Administration (PUAD) 620: Organization Theory & Management Behavior**  
Summer Term, 2005, Session A

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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 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, 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 constitute the core work for the class. An applied research paper or a final exam can be substituted for some of the memo assignments. Work options and the corresponding points for each are presented below in tabular form below.

The memos focus on a single reading. Memos worth 15 points can be up to two and one-half pages in length; memos worth 20 points can be up to three pages. 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. Each class member will use one of his/her memos as the basis for a 10-12 minute presentation on a required reading. Following the presentation, class members

have 10-15 minutes to ask the presenter 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.

There are several applied paper options, all of which 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; it can also be an organization in which you have a particular interest. The applied paper should be seven to ten pages long. The general format for the papers is attached to the syllabus. Proposals for applied research papers must be handed in by class session number four and approved in final form by class number six.

Option A	%	Option B	%	Option C	%
Class Participation	15	Class Participation	15	Class Participation	15
1 Memo, Classes 1-3	15	1 Memo, Classes 1-3	15	1 Memo, Classes 1-3	15
1 Memo, Classes 4-6	15	1 Memo, Classes 4-6	15	1 Memo, Classes 4-6	15
1 Memo, Classes 7-9	15	1 Memo, Classes 7-9	15	1 Memo, Classes 7-9	15
2 Memos, Classes 10-12	40	1 Applied Paper	40	Final Exam	40

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.

As stipulated in the GMU honor code, all memos and papers 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. 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 four books listed below; the packet and books can be purchased at the GMU bookstore:

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)

I have asked library staff to put a copy of both the Rainey and Wilson texts on three-hour reserve at the Johnson Center Library Reserve Room.

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: Topics and Required Readings**

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

#### **1. The Life Cycle of Organizations, Management Skills, Management Experience, and Management Education and Training**

(Tue. May 24)

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," (e-reserve)  
Conant, "The Manager's View of Management Education and Training"  
(Readings Packet)

##### Recommended Reading:

Downs, "The Life Cycle of Organizations," (e-reserve)  
Lewis, "The Politics of Agency Termination: Confronting the Myth of Agency  
Immortality," (e-reserve)

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

(Thur. May 26)

Gulick, "Notes on a Theory of Organization" *Classics of Organization Theory*  
Woodward, "Management and Technology" (e-reserve)  
Mintzberg, "The Five Basic Parts of the Organization," *Classics*  
Taylor, "The Principles of Scientific Management," *Classics*

##### Recommended Reading:

Fayol, "General Principles of Management," *Classics*  
Barnard, "The Economy of Incentives," *Classics*  
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 31)

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

##### Recommended Reading:

Thompson, "Organizations in Action," *Classics*  
Merton, "Bureaucratic Structure and Personality" *Classics*  
Hummel, *The Bureaucratic Experience* (Library Reserve)

#### **4. Motivation and Group Behavior**

**\*\* (Thur. June 2) Proposals due for applied papers; \*\*last day to drop class**

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

##### Recommended Reading:

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

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

(Tue. June 7)

Schein, "Defining Organizational Culture," *Classics*  
Rainey, *Understanding and Managing Public Organizations*, pp. 307-315.  
Kanter, "Power Failure in Management Circuits," *Classics*  
Kelly, "'The Interrelationship of Ethics and Power in Today's Organization'"  
(e-reserve)

##### Recommended Reading:

Rainey, *Understanding and Managing Public Organizations*, pp. 289-307.  
Pfeffer, "Understanding the Role of Power in Decision Making," *Classics*  
Mintzberg, "The Power Game and the Players," *Classics*

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

(Thur. June 9)

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)  
Salamon, What is the Nonprofit Sector and Why Do We Have It? (e-reserve)  
Salamon, "Scope and Structure: The Anatomy of the Nonprofit Sector," (e-reserve)  
Rainey, *Understanding and Managing Public Organizations*, pp. 47-49, Chapt. 3

##### Recommended Reading:

Peters and Waterman, *In Search of Excellence* (1982)  
Conant, "Management Roles and Organizational Performance," (e-reserve)  
Weisbrod, "The Future of the Nonprofit Sector: Its Entwinning with Private  
Enterprise and Government," (e-reserve)  
Toepler and Anhier, "Organizational Theory and Nonprofit Management: An  
Overview," (e-reserve)

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

### **7. Improving Management and Organizational Performance: Traditional and Contemporary Approaches (Sat. June 11)**

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," *Classics*

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

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

Drucker, *Managing for Results* (1964:1986)

### **8. Improving Management and Production: Quality Improvement (Tue. June 14)**

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

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

### **9. Improving Management and Production: Quality Improvement (Thur. June 16)**

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

#### Recommended Reading:

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

Rande, Nueman, and Cavanagh, *The Six Sigma Way* (2000)

**(syllabus continued on next page)**

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

#### **10. Organization Theory, Case Studies, and Top-Down and Bottom Up Approaches to Organizations** (Sat. June 18)

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

Recommended Reading:  
Case studies Wilson identifies in Chapters 1-3

#### **11. Operators and Managers** (Tue. June 21)

Wilson, *BUREAUCRACY*, Chaps. 4-6 and 7-9

Recommended Reading:  
Case studies Wilson identifies in Chapters 4-6 and 7-9

#### **12. Executives** (Thur. June 23)

Wilson, *BUREAUCRACY*, Chaps. 10-12

Recommended Reading:  
Case studies Wilson identifies in Chapters 10-12

#### **13. (Saturday June 25)** **Applied Papers Due (Only for students who chose Option B)** **Final Exam (Only for students who chose Option C)**

## FORMAT FOR CLASS PRESENTATIONS and MEMOS

Presenter's Name and 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 (5 points)

#### 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 tell you why he/she thinks it is important to have an answer to the question(s) he/she is attempting to answer?** If so, what does the author say? If not, can you determine why it is important to have an answer to the question(s)?

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

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

1. If so, who are the scholars or practitioners and what have they published that relates to 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/ practitioner 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 (5 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

### **IV. EVALUATION/CRITIQUE (2 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?



## **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(s) and article(s) or book chapter(s) 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?