

Department of Public and International Affairs
Public Administration (PUAD) 620: Organization Theory & Management Behavior
Summer Term, 2006, Session A

Instructor: Professor James K. Conant

Office: Robinson A, 221

Office Hours: Tue. 10:00 AM-12:00; 6:00-6:45PM

Thur.: by appointment before class

Phone: (703)-993-1416

email: jconant@gmu.edu

Mailbox: Robinson A201

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:

The core work for this class includes reading required articles and book chapters, analyzing assigned readings, and preparing three short memos on class readings. All class members will also take a final exam (in class). The work for the course and the corresponding points for each element are presented on page two.

The memos focus on a single reading. Memos are worth 15 points, with a preferred length of two pages. Memos should not exceed two and one-half 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 questions, methods, and findings.

All memos are due at the beginning of the class period during which the reading will be discussed. After a memo is handed in, it 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. 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. Other class members who have written memos on the article being discussed will be given first opportunity to ask questions, offer alternative perspectives, or offer critiques and recommendations. 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. Presenters and respondents will sign-up for each article or book chapter.

Class Work & % of Grade		Grade Scale/Points
Class Participation 20 (may include quizzes)		A+ = 100-98% A = 97-92 A- = 91-90
1 Memo, Classes 1-4 15		B+ = 89-88 B = 87-82 B- = 81-80
1 Memo, Classes 5-8 15		C+ = 79-78 C = 77-72 C- = 71-70
1 Memo, Classes 9–12 15		F = > 70
Final Exam 35 (in Class)		
Total Points 100		

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*, 3rd ed. (2003)

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

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

James Q. Wilson, *BUREAUCRACY* (1989)

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; Public Law; Academic Research and Publications

(Tue. May 23)

Conant, "The Changing Face of the New Jersey D.E.P." *Environmental Forum*, December, 1985 (Readings Packet)

Downs, "The Life Cycle of Organizations," *Classics of Public Administration*, Shafritz, Hyde, and Parkes, 5th ed., 2004 (e-reserve)

Rainey, *Understanding and Managing Public Organizations*, pp. 355-369

Recommended Reading:

Lewis, "The Politics of Agency Termination: Confronting the Myth of Agency Immortality," *Journal of Politics*, Feb. 2002 (e-reserve)

Hummel, "The Stories Managers Tell: Why They Are As Valid as Science," *Public Administration Review*, Jan./Feb. 1991 (e-reserve)

2. Management Knowledge, Skills, Experience; Management & Org. Performance

(Thur. May 25)

Rainey, *Understanding and Managing Public Organizations*, Chapt. 1

James Q. Wilson, *Bureaucracy*, "Preface"

Katz, "Skills of An Effective Administrator," *Harvard Business Review*, Sept./Oct. 1974 (e-reserve)

Conant, "The Manager's View of Management Education and Training" *Public Personnel Administration*, Summer 1996 (Readings Packet)

Recommended Reading:

Mintzberg, *Managers Not MBAs* (2004)

Rainey, *Understanding and Managing Public Organizations*, Chapt. 2

Wilson, *Bureaucracy*, Chapt. 1

3. Organizational Production, the Roles of Labor & Management; Org. Structure

(Tue. May 30)

Taylor, "The Principles of Scientific Management," *Classics of Organization Theory*** (hereafter referred to as "*Classics*")

Gulick, "Notes on a Theory of Organization" *Classics*

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

Recommended Reading:

Rainey, *Understanding and Managing Public Organizations*, pp. 25-26

Fayol, "General Principles of Management," *Classics*

Barnard, "The Economy of Incentives," *Classics*

Wilson, *Bureaucracy*, Chapt. 2

4. Management Functions, Organizational Structure, Design, and Technology

(Thur. June 1)

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

Mintzberg, "The Five Basic Parts of the Organization," *Classics*

Rainey, *Understanding and Managing Public Organizations*, Chapt. 8

Recommended Reading:

Conant, "Reorganization and the Bottom Line" *Public Administration Review*, Jan./February, 1986

Conant, "State Reorganization: A New Model?" *State Government*, 1986 (Readings Packet)

5. Bureaucracy and Systems Theory (Closed, Open, Mechanistic, Organic)

(Tue. June 6)

Weber, "Bureaucracy," *Classics*

Shafritz and Ott, pp. 242-245. *Classics*

Burns and Stalker, "Mechanistic and Organic Systems," *Classics*

Conant, "Stability, Change and Leadership in State Administration, 1970-86," *State and Local Government Review*, Winter 1989 (Readings Packet)

Katz and Kahn, "Organizations and the Systems Concept," *Classics*

Recommended Reading:

Rainey, *Understanding and Managing Public Organizations*, pp. 41-47

Thompson, "Organizations in Action," *Classics*

Merton, "Bureaucratic Structure and Personality" *Classics*

Hummel, *The Bureaucratic Experience*

6. Motivation and Group Behavior

(Thur. June 8)

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:

Rainey, *Understanding and Managing Public Organizations*, Chapt. 9 & 10

Shafritz and Ott, *Classics*, pp. 145-151

Follett, "The Giving of Orders," *Classics*

Victor and Stephens, "The Dark Side of the New Organizational Forms," *Classics*

Wilson, *Bureaucracy*, Chapt. 4

7. Leadership, Managerial Roles, and Culture

(Sat. June 10)

Rainey, *Understanding and Managing Public Organizations*, Chapt. 11.

Schein, "Defining Organizational Culture," *Classics*

Rainey, *Understanding and Managing Public Organizations*, pp. 307-315

Wilson, *Bureaucracy*, Chapt. 6

Recommended Reading:

Mintzberg, *The Nature of Managerial Work*

Conant, "Management Roles and Organizational Performance: A Bottom-up Perspective," 1989 (e-reserve)

8. Power and Ethics

(Tue. June 13)

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

Kanter, "Power Failure in Management Circuits," *Classics*

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

Recommended Reading:

Mintzberg, "The Power Game and the Players," *Classics*

Machiavelli, *The Prince*

Griffin, *Machiavelli on Management: Playing and Winning the Corporate Power Game* (1991)

9. Goals, Strategy, Decision-making, Tasks, and Performance

(Thur. June 15)

Rainey, *Understanding and Managing Public Organizations*, Chapt. 6

Rainey, *Understanding and Managing Public Organizations*, Chapt. 7

Wilson, *Bureaucracy*, Chapt. 3

Recommended Reading

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

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)

10. Improving Management and Production: Quality Improvement

(Sat. June 17)

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

Organizational Dynamics (e-reserve)

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

Recommended Reading:

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

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

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

II. COMPARATIVE PERSPECTIVES (Within and Between Sectors)

11. A Comparative Portrait of Public and Private Organizations and Management

(Tue. June 20)

Allison, "Public and Private Management: Are They Alike Fundamentally Alike in All Unimportant Respects?" (e-reserve)

Conant, "Can Government Organizations Be Excellent, Too?" *State and Local Government Review*, Spring 1987 (Readings Packet)

Rainey, *Understanding and Managing Public Organizations*, pp.47-49

Rainey, *Understanding and Managing Public Organizations*, Chapt. 3

Recommended Reading:

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

Wilson, *Bureaucracy*, Chapters 3, 5, 7, 8, 9, 10, and 11

12. Comparing Public, Private, and Nonprofit Organizations and Management

(Thur. June 22)

Salamon, What is the Nonprofit Sector and Why Do We Have It? *The Nature of the Nonprofit Sector*, Steven J. Ott, ed., 2001 (e-reserve)

Salamon, "Scope and Structure: The Anatomy of the Nonprofit Sector," *The Nature of the Nonprofit Sector*, Steven J. Ott, ed., 2001 (e-reserve)

Weisbrod, "The Future of the Nonprofit Sector: Its Entwining with Private Enterprise and Government," *The Nature of the Nonprofit Sector*, Steven J. Ott, ed., 2001 (e-reserve)

Recommended Reading:

Toepler and Anhier, "Organizational Theory and Nonprofit Management: An Overview," (e-reserve)

Wilson, *Bureaucracy*, Chapt. 12

13. Final Exam (In Class)

(Saturday June 24)

(2 hours)

*Questions for the in class exam will be drawn from the entire course. The exam will be two hours in length; it will consist of short answer and essay questions. If you have kept up with the readings and engaged in discussion about the content of memos presented in class, all you should need to do to prepare for this part of the exam is to review the readings and your class notes. Please bring two or three blue books to class for the exam.

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. Significance: 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/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 (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? Does the author attempt to answer the questions he/she posed?
2. Does the research design/methodology seem appropriate to the type of question the author wants to (or attempts 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?