MANAGING PUBLIC ORGANIZATIONS

SCHOOL OF PUBLIC AFFAIRS & ADMINISTRATION
RUTGERS UNIVERSITY – NEWARK

FALL 2014: THURSDAYS 6:00 – 8:40 P.M.

Instructor: Stephanie Newbold, Ph.D.
Email: stephanieneubold@hotmail.com
Phone: Office: Office Hours:

INTRODUCTION

The purpose of this course is to introduce students to the theoretical and practical underpinnings of organization theory and demonstrate how it relates to the broader field of public administration. Public organizations differ from private and nonprofit organizations because of their relationship to the state, its constitutional heritage, its democratic institutions, and its citizenry. The separation of powers system of American government has a profound impact on how public organizations serve the state and work to advance its constitutional tradition. Public agencies and civil servants are responsible to the executive, legislative, and judicial branches of government – an observation that has led several scholars within the constitutional school of American public administration to argue that U.S. public servants serve “three masters.” This environment can create tension within and among public organizations, particularly in terms of balancing democratic values like responsibility, responsiveness, and representativeness with economic values like economy, efficiency, and effectiveness. Although a significant portion of the literature you will read for this course could be applied easily to private and/or nonprofit organizations, we will primarily focus on how it relates to public sector agencies.

Public organizations provide a wide range of essential services at all levels of government, including, but not limited to: public education; public health; human services; housing and urban development; energy and public infrastructure; the environment; homeland security; and transportation. It is, therefore, essential for students of public administration to understand how organizations function and are structured. More specifically, a comprehensive understanding of the literature that comprises the study of complex public organizations; organization behavior and change; and organization theory provides us with a greater knowledge base to evaluate the successes and failures of organizations. In addition, it enhances our understanding for finding ways to improve or enhance organizations in implementing their mission(s) successfully; in executing policy expectations that advance the goals of the organization; and in developing mechanisms that assist managers understand the difficulties affecting behavioral dynamics at all levels of an organization.
For this course, the state will serve as the unit of analysis, and we will be examining how democratic-constitutional norms and values shape the public organizations and institutions that govern the administrative state.

**COURSE GOALS AND LEARNING OUTCOMES**

By the end of this seminar, students will be able to:

- Develop a historical and institutional understanding for the major theories and themes associated with the study of organizations.
- Identify how public managers can apply various organization theories in practical terms.
- Recognize the distinguishing characteristics of public sector organizations.
- Improve writing quality, analytical thinking, and oral presentation skills.

**REQUIRED TEXTS**

(From this point on will be referred to as HGR).


(From this point on will be referred to as S&O).

Selected Journal Articles and Book Chapters at the Professor’s Discretion.

Optional – Book Review Selection.

**COURSE REQUIREMENTS & EXPECTATIONS**

**Examinations:**  
There will be two examinations for this course: a mid-term and a final. The mid-term will cover material up to that point in the course; the final will cover all subsequent material. Both exams will be take home essays, consisting of three questions each. Students will have one week from the time both exams are distributed to complete them.
**Group Presentation:**
Students will be divided into six groups, each of which will be responsible for reading an important work that illustrates various examples of how public organizations and their leaders work to embody the norms and values of the state. On the first class, students will select their top choices. The professor will assign students to groups on Class II.

Each group will be required to make an in-class presentation that highlights the intellectual significance of the work they reviewed and why it remains important for our collective understanding of how public organizations are extensions of the state.

Students may choose from the following options:


**Class Attendance & Participation:**
Students are expected to attend class on-time and participate in discussions. This is a graduate seminar, therefore, students should complete all assigned readings prior to the start of class. If you cannot attend class or will be late, please inform the instructor as soon as possible. Excessive tardiness and absences will affect your grade negatively.

**Extensions and Special Exceptions for Assigned Work:**
Students are expected to submit work on time. Unless prior arrangements are made with the instructor, late work will not be accepted.

**Writing Expectations:**
All written work submitted for this course must be typed and double-spaced. I expect correct English, grammar, spelling, and punctuation. Papers that do not meet this expectation will be penalized; the worse the grammatical infraction(s) the more steep the penalty. Graphs, charts, bullets, etc. should not be used for any of the assignments submitted for this course. Students
should write only in complete sentences. Students may use either the APA or Chicago Manual of Style for citing references. Please refer to the accompanying writing guide for more detailed information.

**Student Support:**
If you experience any difficulty with this course, academic, professional, or personal, please do not hesitate to consult with me so that we can discuss how we can go forward and meet the goals set forth in this seminar.

If you qualify for accommodation(s) because of a disability, please notify me in a timely manner with a letter from the Academic Support Center or Disability Support Services so that we can make the proper arrangements to address your needs.

**Academic Integrity:**
The University’s Honor Code is in effect at all times.

**General Disclaimers:**
(1) The professor can amend the course syllabus at any time. If necessary, the professor will announce and discuss these changes in class.
(2) Tape recorders are not permitted.

**GRADING**
The evaluation for this course is based on the following percentages:
- Mid-Term Exam: 25%
- Final Exam: 25%
- Group Presentation: 25%
- Class Participation: 25%

**COURSE CALENDAR**

**Class I**
September 3

**WELCOME TO THIS COURSE**
- Review of Syllabus and Course Expectations
- Introduction to the Study of Organizations

**Class II**
September 10

**CLASSICAL FOUNDATIONS OF ORGANIZATION THEORY**

**TEXT**
- S&O:
  - Introduction & Chapter 1: Classical Organization Theory: Sections 2, 5, 6, 7, 8
- HGR:
  - Ch. 2: Understanding the Study of Organizations to
Include the following sections:
*A Historical Review
*The Systems Metaphor
*Classical Approaches to Understanding Organizations
*Frederick Taylor and Scientific Management
*Max Weber: Bureaucracy as an Ideal Construct
*The Administrative Management School: Principles of Administration


-Book Review Groups Announced

**NEO-CLASSICAL PERSPECTIVES OF ORGANIZATION THEORY**

**Text**
-S&O:
   Chapter 2: Neoclassical Organization Theory: Sections 9, 10, 11, 12, 13

-HGR:
   Ch. 2: Understanding the Study of Organizations to include the following sections:
   *Reactions, Critiques, and New Developments
   *Chester Barnard and Herbert Simon: The Inducements-Contributions Equilibrium and the Limits of Rationality

**HUMAN RESOURCE THEORY I**

**Text**
-S&O:
   Chapters 3: Human Resource Theory, Sections 14, 15

-HGR:
   Chapter 2: Understanding the Study of Organizations to include the following sections:
   *Social Psychology, Group Dynamics, and Human Relationships
   *The Hawthorne Studies: The Discovery of Human Behavior in the Workplace
   *The Human Relations School

Class III
September 17

Class IV
September 24
*Open-Systems Approaches and Contingency Theory
* The Quiet Controversy over the Distinctiveness of Public Organizations and Management in Organization Theory

Chapter 11: Leadership, Managerial Roles, and Organizational Culture


**HUMAN RESOURCES THEORY II**

**TEXT**
-S&O:
  Chapter 3: Human Resource Theory, Sections 16, 17, 18

-HGR:
  Chapter 9: Understanding People in Public Organizations: Values and Motives
  Chapter 10: Understanding People in Public Organizations: Theories of Work Motivation and Work-Related Attitudes
  Chapter 12: Teamwork: Understanding Communication and Conflict in and Among Groups

**DISTINCTIVE CHARACTERISTICS OF PUBLIC ORGANIZATIONS**

**TEXT**
-HGR:
  Chapter 3: What Makes Public Organizations Distinctive
  Chapter 4: Analyzing the Environment of Public Organizations

-Wamsley, Gary et al. The Blacksburg Manifesto.

**How the State’s Culture Impacts an Organization’s Culture**

**Text**
- S&O:
  - Chapter 7: Theories of Organizational Culture and Change, Sections 34, 35
- HGR:
  - Chapter 6: Organizational Goals and Effectiveness
  
  Chapter 14: Advancing Effective Management in the Public Sector to include the Following Sections:
  * The Reinventing Government Movement
  * The National Performance Review
  * The President’s Management Agenda
  * The Human Capital Movement
  * Managing Major Initiatives and Priorities: Privatization and Contracting Out
  * Managing Privatization
  * Privatization Pitfalls and Ironies


- **Mid-Term Exam Distributed**
**POWER & POLITICS**

-S&O:  
Chapter 6: Power and Politics in Organization Theory,  
Sections 28, 30, 32, 33

-Kaufman, Herbert. 1969.  Administrative Decentralization and  

-Abraham Lincoln, Gettysburg Address, November 19, 1863  

-Abraham Lincoln, Second Inaugural Address, March 4, 1865  

-Lyndon Baines Johnson, Speech Before Congress on Voting Rights Act, March 15, 1965  

-Barack Obama, A More Perfect Union, March 18, 2008  

-MID-TERM EXAM DUE AT START OF CLASS

**HOW THE SUPREME COURT SHAPES THE MANAGEMENT OF PUBLIC ORGANIZATIONS**

**TEXT**

-Riccucci:  
Chapter 1: Workforce Diversity & the 21st Century  
Chapter 2: Affirmative Action & EEO  
Chapter 3: Initial Steps in Preparing For Diversity…  
Chapter 4: Race, Ethnicity, & Diversity Management

-Fisher v. University of Texas at Austin et al., 570 U.S. _____ (2013)
ORGANIZATIONAL LEADERSHIP, INNOVATION, & CHANGE:
THE PURSUIT OF DEMOCRATIC GOVERNANCE

TEXT
-S&O:
  Chapter 8: Theories of Organizations and Environments,
  Section 39

The New Public Service: Serving Rather than Steering.
Public Administration Review. 60:6, 549-59.

-Mumford, Michael D. et al. 2000. Leadership Skills For A
Leadership Quarterly. 11:1, 11-35.

-Terry, Larry D. 1998. Administrative Leadership,
Neo-Managerialism, and the Public Management Movement.
Public Administration Review. 58:3, 194-200.

CHANGING CONSTITUTIONAL LAW CHANGES HOW PUBLIC
ORGANIZATIONS ARE MANAGED: THE FIGHT FOR
SAME SEX RIGHTS & MARRIAGE EQUALITY

-Riccucci:
  Chapter 8: Diversity and Sexual Orientation


Group Presentations

Thanksgiving Break – No Class

Group Presentations

Final Exam Distributed