

Public Administration 605 **PUBLIC ORGANIZATION THEORY**

Fall 2009
Hoffman Estates Education Center
Wednesdays 6:00 - 8:40 P.M.
Hours: 5:00-5:50 Wednesdays, HEEC
and by appointment

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This course surveys organization theory, that is, the generalizations about how organizations are or ought to be managed, and how individuals behave in organizations. Public organization theory is central to the field of public administration, so some writers covered in PSPA 500 are also included in this course. Organization theorists' frameworks routinely differ, so you should be neither surprised nor concerned to see works parsed into seemingly different schemes, or to see a work given a different "spin" in PSPA 505 than in PSPA 500. The general thesis of this section of PSPA 505 is that organization theories are based on three fundamental approaches — the classical, a post-classical orthodoxy that included Carnegie School and human relations (or "O.D."), and recent economics-based approaches. The primary course objective is thus to argue that significant organization theorists generally can be understood as a product of one of the fundamental approaches. The second objective of the course is to suggest that effective organizations generally integrate the fundamental approaches, particularly classical controls (properly understood) and integrative techniques rooted in organizational psychology (e.g., Carnegie, and OD). Third, we will try to show the relevance of these often-abstract organization theories, or at least some of them, for practical management of public organizations. Finally, I hope that, by confronting a range of organizational studies, students will appreciate both the empirical strengths and weaknesses of the various organization theories.

Required Readings

Class format will largely consist of discussion of the work of leading organization theorists. We will emphasize reading generally full versions of original texts. Thus, the required readings are the heart and soul of this survey course. Every student shall complete all assigned readings before a given class meeting. Please bring your copies of readings to class meetings for discussion.

The following required books are available for purchase from either VCB or the University bookstores:

Herbert Kaufman, *The Forest Ranger*, Hopkins/RfF, 1960 or 2006 ed.;
Graham Allison & P. Zelikow, *Essence of Decision*, Longman, 1999, 2nd ed.(or 1st ed.);
P. Culhane, "The Modern Theory of Political Bureaucracy," Manuscript.

Additional article-length "reserve" readings will be available on Blackboard. In past years, Charles Perrow's *Complex Organizations*, Random House, 1986, has also been a required text, and may be considered a "recommended" book.

Papers and Exams

Students will write four short papers and one long term paper during the semester. The first set consists of papers (2-3 pages single-spaced) on *three* from among the formal organization, small-group relations, organization process, and network analysis exercises. Students should use an organization they are employed by or closely associated with for these analyses. These short papers are due on the days noted in the course schedule. Students should plan to present a five-minute oral summary of *one* from among their three organizational analyses.

The fourth short paper will be a review of a "featured" book. The review should be two pages single-spaced. A good book review combines a summary of the approach, arguments, and findings of the book, with

perhaps some brief commentary on the work. Your report is due on the day the featured book is on the class agenda, and you are expected to concisely explain the work's approach during class discussion.

The final paper will be a more thorough 15-20 page (double spaced) analysis. The term paper would ideally involve a thorough review of an area of organization theory useful for your capstone paper. It could also consist of a literature review of the wing of organization theory of a student's book report, or an expanded analysis of one of the last three (small group, organization process, or network) exercise reports. This paper must include a literature review of the relevant organization theory. If the paper is based on one of the exercises, it must include a clear discussion of your methodology and findings, and should use a more careful data-gathering protocol than for a simple short paper.

Both the midterm and final (see dates below) will be take-home, open-book exams.

The various papers and exams will be weighted using the following point distribution:

Case study exercises (3 of 4):	
Formal organization, group relations, organizational process, and network analysis exercises	10 10 10
Featured book report	15
Midterm exam	15
Term (i.e., 15 pp) paper	15
Final exam	<u>25</u>
Total	100
Participation/attendance	±5

Active class participation is expected of all students. Particularly effective contribution to class discussions may be rewarded with extra-credit points. Any missed classes will incur a one-point penalty.

The papers and exams will be graded on both content and writing style. Content includes clear, insightful understanding of theories and, for the exercises, careful, thorough gathering of information. All written assignments must be word-processed free of typing, spelling, or grammatical errors. The long paper must be organized to include an introduction that states the paper's research question, logical sections denoted by section heads, and a conclusion. All written assignments should use either MLA footnote (*not* endnote) or ASA reference style to cite relevant published works and sources (though most short papers will require few citations). Page limits do not include tables, figures, footnotes, or references — but are limits, not targets.

Course fees for this section are related to the off-campus facility; the Division of Public Administration does *not* receive fees for this section (e.g., to support the PA lab). Students should be familiar with the university's and Division's policies regarding withdrawal from courses, disability accommodations, and academic honesty. The Division allows "incomplete" grades only in extraordinary circumstances.

Course Schedule

August 26. Course description, overview, and administrative matters.
Historical background to Classical organization theory.
Read: Culhane ms. ch.1, ch. 2 pp 16-24.

September 2. Classical organization theory I: Scientific Management.

Read: Frederick Taylor, *The Principles of Scientific Management*, Harper/Norton, 1911, pp. 30-65.
Culhane ms. pp 25-29.

Feature: Daniel Nelson, *Frederick Taylor and the Rise of Scientific Management*, Wisconsin, 1980.

September 9. Classical organization theory II: Principles and Functions.

Read: Luther Gulick, "Notes on the Theory of Organization" in Gulick & Urwick, (Eds.), *Papers on the Science of Administration*, 1937.

Kaufman, *The Forest Ranger*, ch. (1), 2-5.

Culhane ms. pp 27-37, 43-45.

Feature: Henry Mintzberg, *The Nature of Managerial Work*, Harper & Row, 1973.

Peri Arnold, *Making the Managerial Presidency: Comprehensive Reorganization Planning, 1905-1996*, Kansas, 2d ed., 1998.

September 16. Hawthorne and Human Relations.

Read: Culhane ms., ch. 3, pp. 47-64, 72-73.

F. Roethlisberger & W. Dickson, *Management and the Worker*, 1939, ch 21-22.

Feature: Peter Blau, *Dynamics of Bureaucracy*, Chicago, 1955.

September 23. Carnegie School Organization Theory.

Exercise: Formal Organization, Principles and Functions.

Read: Culhane ms., ch. 4, pp. 75-92, 100-103.

September 30. Carnegie II. A Digression: Max Weber.

Read: Kaufman, *The Forest Ranger*, ch. 1, (2-5), 6-7.

Max Weber, *Economy and Society*, part II, ch. XI (1968 tr. 3rd Germ. ed.).

Culhane ms., pp 38-43.

Feature: Frederick Mosher, *Democracy and the Public Service*, Oxford, 1968.

October 7. Organization Development.

Read: A.H. Maslow, "A Theory of Human Motivation," *Psych. Rev.* (1943).

Fred Herzberg, "One More Time: How Do You Motivate Employees," *Harv.Bus.Rev.* (1968).

W. Warner Burke, *Organizational Development*, Little Brown, 1982, ch. 3

Culhane ms., ch. 3, pp. 64-71.

Feature: Douglas McGregor, *The Human Side of Enterprise*, 1960.

Chris Argyris & D. Schön, *Theory in Practice*, Jossey-Bass, 1974.

October 14. Extraorganizational Relations: open-systems theory, network analysis.

Exercise: Group Dynamics Analysis.

Read: Culhane ms., ch. 4, pp. 93-100;

Perrow, *Complex Organizations*, Random House, 1986, ch. 6.

William Evan, "An Organization Set Model of Interorganizational Relations," in Tuite et al. (Eds.), *Interorganizational Decision Making*, 1972.

Feature: James Thompson, *Organizations in Action*, McGraw Hill, 1966.

Paul Lawrence & J. Lorsch, *Organization and Environment*, Harvard, 1967.

P. Culhane, *Public Lands Politics*, Hopkins/RfF, 1981, ch. 6.

Exam: Midterm exam questions distributed at end of class.

October 21. Extraorganizational theory, continued: Bureaupolitics; transaction-cost economics.
Exam: Midterm exam questions due at the beginning of class.
Read: Oliver Williamson, "The Economics of Organization," *Am. J. Sociology* (Nov. 1981).
Perrow, *Complex Organizations*, Random House, 1986, ch. 7, pp 236-257.
Culhane ms. ch. 5.
Feature: Daniel Mazmanian & J. Nienaber, *Can Organizations Change?* Brookings, 1979.
Oliver Williamson, *Markets and Hierarchies*, Free Press, 1975.

October 28. Decision theory.
Read: Allison & Zelikow, *Essence of Decision*.
James True, B.Jones & F.Baumgartner, "Punctuated Equilibrium Theory," in Sabatier, *Theories of the Policy Process*, Westview, 2007, ch. 6.
Rec.: Charles Lindblom, "The Science of Muddling Through," *PAR*, Spring 1959; or Allison, 1st. ed. ch 5.
Paul Sabatier & C.Weibel, "The Advocacy Coalition Framework," in Sabatier, *Theories of the Policy Process*, Westview, 2007, ch. 7.
Feature: John Kingdon, *Agendas, Alternatives, and Public Policies*, Little Brown, 1984 (esp. ch. 4-9).

November 4. Organizational Culture; the integrated management model; institutionalism. (Carnegie III?)
Exercise: Organizational Process Analysis.
Read: Richard Pascale & A. Athos, *The Art of Japanese Management*, Simon & Schuster, 1981, ch 2.
Edgar Schein, *Organizational Culture and Leadership*, Jossey-Bass, 1985, ch. 1-2.
Feature: Carolyn Ban, *How Do Public Managers Manage?*, Jossey Bass, 1995.
Tom Peters & R. Waterman, *In Search of Excellence*, Harper & Row, 1982.
James March & Johan Olsen, *Rediscovering Institutions*, Free Press, 1989.

November 11. Economists' organization theories: Public choice; principal-agent models.
Read: Perrow, *Complex Organizations*, 1986, ch. 7, pp 219-236.
Terry Moe, "The New Economics of Organization," *AJPS*, Nov. 1984, pp 739~769.
John Brehm & S. Gates, *Working, Shirking, and Sabotage*, Michigan, 1999, ch. 2
Feature: Rosemary O'Leary, *The Ethics of Dissent*, CQ Press, 2006.

November 18. Economists'II: Public/Rational/Collective Choice
Exercise: Network Analysis.
Read: Moe, "The New Economics of Organization," pp 769~773.
Feature: E.S. Savas, *Privatization and Public-Private Partnerships*, Chatham House, 2000.
John Chubb & Terry Moe, *Politics, Markets, and America's Schools*, Brookings, 1990.

November 25. Thanksgiving holiday – no class.

- December 2.** Contemporary Management Reforms: TQM, Governance, etc. Summary and conclusions.
Read: John Micklethait & A. Wooldridge, *The Witch Doctors*, Times Bus., 1996, ch 2.
Lester Salmon (ed.), *The Tools of Government: A Guide to the New Governance*, Oxford, 2002, ch. 1.
- Feature: Andrea Gabor, *The Man Who Discovered Quality*, N.Y. Times Books, 1990.
Michael Hammer & J. Champy, *Reengineering the Corporation*, Harper, 1993.
David Osborne & T. Gaebler, *Reinventing Government*, Addison-Wesley, 1992.
Cary Coglianese & J. Nash, *Regulating from the Inside*, Resources for the Future, 2001.
Lawrence Lynn, C. Heinrich & C. Hill, *Improving Governance*, Georgetown, 2001.
Gilles Paquet, *The New Geo-Governance: A Baroque Approach*, Ottawa, 2005.
Janet & R. Denhart, *The New Public Service: Serving, Not Steering*, M.E.Sharp, 2007.
- Paper: Final term paper submitted at the last class meeting.
Exam: Final exam questions distributed at end of class.
- December 9.** Final exams due 6:00-8:00, Wednesday, December 9th; class meeting to conclude Management Reforms only if necessary.

PSPA 605 Syllabus, Page 6
Reserve Reading Checklist

- Frederick Taylor, *The Principles of Scientific Management*, Harper/Norton, 1911, pp. 30-65.
- Luther Gulick, "Notes on the Theory of Organization" in Gulick & Urwick, (Eds.), *Papers on the Science of Administration*, 1937.
- F. Roethlisberger & W. Dickson, *Management and the Worker*, 1939, ch 21-22.
- Max Weber, *Economy and Society*, part II, ch. XI (1968 tr. 3rd Germ. ed.).
- A.H. Maslow, "A Theory of Human Motivation," *Psych. Rev.* (1943).
- Fred Herzberg, "One More Time: How Do You Motivate Employees," *Harv. Bus. Rev.* (1968).
- W. Warner Burke, *Organizational Development*, Little Brown, 1982, ch. 3
- Charles Perrow, *Complex Organizations*, Random House, 1986, ch. 6.
- William Evan, "An Organization Set Model of Interorganizational Relations," in Tuite et al. (Eds.), *Interorganizational Decision Making*, 1972.
- Oliver Williamson, "The Economics of Organization," *Am. J. Sociology* (Nov. 1981).
- Charles Perrow, *Complex Organizations*, Random House, 1986, ch. 7.
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- Richard Pascale & A. Athos, *The Art of Japanese Management*, Simon & Schuster, 1981, ch 2.
- Edgar Schein, *Organizational Culture and Leadership*, Jossey-Bass, 1985, ch. 1-2.
- Terry Moe, "The New Economics of Organization," *AJPS*, November 1984.
- John Brehm & S. Gates, *Working, Shirking, and Sabotage*, Michigan, 1999, ch. 2
- John Micklethait & A. Wooldridge, *The Witch Doctors*, Times Bus., 1996, ch 2.
- Lester Salmon, *The Tools of Government*, Oxford, 2002, ch. 1.

Featured Books Priority Order

_____ E.S. Savas, *Privatization and Public-Private Partnerships*, Chatham House, 2000

_____ Paul Lawrence & J. Lorsch, *Organization and Environment*, Harvard, 1967.

_____ Douglas McGregor, *The Human Side of Enterprise*, 1960.

_____ James Thompson, *Organizations in Action*, McGraw Hill, 1966

_____ Carolyn Ban, *How Do Public Managers Manage?*, Jossey Bass, 1995.

_____ Andrea Gabor, *The Man Who Discovered Quality*, N.Y. Times Books, 1990.

_____ David Osborne & T. Gaebler, *Reinventing Government*, Addison-Wesley, 1992.

_____ John Kingdon, *Agendas, Alternatives, and Public Policies*, Little Brown, 1984.

_____ Henry Mintzberg, *The Nature of Managerial Work*, Harper & Row, 1973.

_____ Daniel Mazmanian & J. Nienaber, *Can Organizations Change?* Brookings, 1979.

_____ Rosemary O’Leary, *The Ethics of Dissent*, CQ Press, 2006.

_____ John Chubb & Terry Moe, *Politics, Markets, and America’s Schools*, Brookings, 1990.

_____ Frederick Mosher, *Democracy and the Public Service*, Oxford, 1968.

_____ Chris Argyris & D. Schön, *Theory in Practice*, Jossey-Bass, 1974.

_____ Lawrence Lynn, C. Heinrich & C. Hill, *Improving Governance*, Georgetown, 2001.

_____ Peri Arnold, *Making the Managerial Presidency: Comprehensive Reorganization Planning, 1905-1996*, Kansas, 2d ed., 1998.

_____ Michael Hammer & J. Champy, *Reengineering the Corporation*, Harper, 1993.

_____ Oliver Williamson, *Markets and Hierarchies*, Free Press, 1975.

_____ Peter Blau, *Dynamics of Bureaucracy*, Chicago, 1955.

_____ James March & Johan Olsen, *Rediscovering Institutions*, Free Press, 1989.

_____ Tom Peters & R. Waterman, *In Search of Excellence*, Harper & Row, 1982.

_____ Janet & Robt Denhart, *The New Public Service: Serving, Not Steering*, M.E.Sharp, 2007.

_____ Gilles Paquet, *The New Geo-Governance: A Baroque Approach*, Ottawa, 2005.

_____ Cary Coglianese & J. Nash, *Regulating from the Inside*, Resources for the Future, 2001.

_____ Daniel Nelson, *Frederick Taylor and the Rise of Scientific Management*, Wisconsin, 1980.

