



Schar School of Policy and Government

Profectus discipuli, gloria magistri

"The progress of the student is the glory of the professor"

Gerbert d'Aurillac, c.946 – 1003 AD

PUAD 520-002 - Organization Theory and Management Behavior
Spring 2019 – Thursdays, 7:20 to 10:00 PM
Arlington Campus, Founders Hall, Room 310

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Office Hours – please email to schedule appointments

Course Objectives. The course introduces you to the major ideas about organizations and their governance. These ideas are offered to improve your practice of public management by helping you to think clearly and effectively about organizations and their operations. The emphasis is on both public and not-for-profit organizations and their approximately similar challenges. Many current innovations in public management such as agency performance measurement and networked governance are based on earlier developments in organization theory. This research about organizations is multi-disciplinary, and theories range from models of organization as decision-making systems to organizations as cultural artifacts. The applications of organization theory are similarly broad ranging from improving the design and coordination of organizations to new ideas about motivation and program implementation. The course is designed to inform you about some of these developments. Achieving these objectives require timely and thoughtful reading of class assignments, thorough preparation of public management case studies, and informed participation in class discussions.

Student Learning Outcomes.

- The student will demonstrate a knowledge of basic ideas, concepts and their inter-relationships within the interdisciplinary field of Organizational Studies.
- The student will demonstrate the ability to apply these ideas to a specific organizational issue and, in turn, their ability to analyze the selected issue using the basic ideas and concepts presented in the course
- The student will demonstrate an appropriate application of organizational studies to management and governance issues of non-profit and public organization

Class Attendance & Class Participation. Class attendance matters. Lectures and participation in class discussion are a part of the learning process. Thoughtful class participation includes offering your own thoughts on the readings and organizational topics, but also active listening to your classmates' comments and then evaluating and synthesizing their ideas with your own thoughts. Participation allows you to begin testing out your managerial ideas within the class. Active and constructive participation will contribute to your final grade, while failure to attend class, particularly more than two classes, will begin to detract from class grades.

Reading Requirements. Readings are planned for approximately 100 pages per week and represent your preparation to participate in the class lecture and discussion. Your interactive engagement with these texts is an important part of learning. Students should read the assigned material for substance and understanding. Active reading that seeks to internally synthesize ideas within the material (i.e. "I think the author is saying the following...") will more effectively achieve course objectives than perfunctory reading of paragraphs and pages. Readings will be taken up on the week they are listed in the schedule below. In the prior week, there will be a short introduction to the upcoming readings.

Public Management Cases for In-Class Discussion. Several cases describing a public management problem will be distributed for class discussion. There are few rote solutions either to these case studies or to real world organizational problems. Observation and reasoned action are almost always required. The cases will help prepare you to think about applying organizational concepts to solve management problems. Read the case before class discussions. In class, we will identify some of the problem dimensions presented within the case and attempt to describe a feasible plan of action to address these problems. We will use concepts, theories, or research findings to analyze problems and suggest solutions. These discussions will form part of the participation grade for the course.

Writing Requirements (general): These include two organizational issue analyses based on your own experiences. Each analysis should be around about 2500-3000 words in length. This will be approximately 10 pages, but neither words nor pages signal a coherent examination of your topic. Its completeness will be judged by the papers content – words or pages are only a proxy. The paper and suggestions for the writing process are described in more detail below. There will also be a take-home midterm and final examination. These take-home examinations will typically consist of five essay questions designed for students to demonstrate what they have learned about organizations and about their own developing approach to organizational management. The questions are designed less to have a single right answer than to offer you an opportunity to demonstrate your capacity to write intelligently using the concepts and ideas of the course.

Organizational Issue Analyses (detailed discussion): Twice during the course, once approximately at mid-term and once at the end of the course, you will prepare a short case study and analysis based on a personal organizational experience. The purpose of these written

assignments are to build your ability to critically observe, analyze and evaluate organizational issues. The writings also demonstrate your ability to apply the readings and the lectures to actual organizations. These cases will typically focus on an organizational problem, incident, or conflict that you have observed. Your organizational issue may also be a success story. These short papers invite you to stand back from an event and use the ideas, research, and theory within the course to analyze your organizational issue. It also provides a demonstration of your ability to think and write dispassionately and analytically. These papers are not an opportunity to rant, berate or moralize.

The first step to completion of the paper consists of selecting an event or a relatively narrow organizational issue you have experienced. This first step is simply to establish what the paper is about. You may find when you're able to describe the topic in one sentence to yourself (good) or someone else (better), that this will help enable the writing process. The next step is to link this issue or event with at least one organizational topic from within the class. You may find yourself iterating several times between these first two steps until you find a combination of topic and event/issue that seems promising for the paper. You may even begin the paper and then return to these first two steps to begin again. Another approach may be a simple outline of the 5 – 7 steps that will lead your reader from an introductory paragraph to a possible resolution of the issue/event.

The following suggests a general flow of the paper. You begin, after a suitable introduction and overview, by describing the situation, issue, or events at the heart of your paper. You might then explain why the problem arose and then what might be done or might have been done to improve the situation. Find a way to show how it similar to a class topic and how the class topic is relevant to your paper. Your problem description, explanations, or analysis should use one or more concepts, theories, or research findings from within the course and make explicit citation to these ideas. You may alternately identify an action or event that represented an organizational success, again explaining what happened and why it was successful using the concepts and theories from the course. Again, be sure to make explicit reference to particular theories, authors, and research from the course readings. The first case ideally should generally use concepts addressed in the first half of the course and the second should utilize topics and ideas from the second half. In the end, your analysis should show us what can be learned from the incident about effective organizational management.

Grades for these autobiographical cases will be based on the clarity and colorfulness of your description of the event, the specificity and appropriateness of the class topics you have used to analyze the event, and finally the reasonableness of your discussion of management solutions. The Social Sciences generally prefer APA citation, sometimes known as Author-Date system.

Late case analyses will be accepted, but receive a half-grade reduction out of fairness to other students. Grades of "Incomplete" will be considered if a student applies in writing at least 24 hours prior to the scheduled final exam. Requests must detail the reason for requesting the

incomplete, document the partial work done towards completing required course work, along with a timetable for finishing the coursework.

Oral Discussion: In connection with your first paper, we will discuss the paper topics in a guided classroom discussion for Lesson 7. You will find the organizational experiences already present in the class are quite illuminating. I will ask you to introduce your topic to the class from your seat with a very short 1-2 minutes introduction followed by class questions and discussion. This minute requires no more than an introduction to the topic of your paper and why you found it interesting or important.

Grades: The two written cases analysis will be respectively weighted 20% and 25% of the final grade, the mid-term exam will be 15%, and the final exam, 25%. Since so much of the course material will be taught through discussions of readings and management cases, class absences are relevant to achieving course objectives. Class attendance, quality participation and active listening to class lectures will count for 15% of your final grade. Students who anticipate missing more than two classes will be encouraged to take the course another semester. Class attendance, along with informed, relevant participation in discussion of readings and cases will count in the student's favor in determining the final grade - especially in borderline cases. Final class grades are determined by the distribution of cumulative grades among the class members in reference to the announced desired learning outcomes

Disabilities: If you are a student with a disability and you need academic accommodations, please see me along with contacting the Mason Office of Disability Resources at (703) 993-2474. All academic accommodations must be arranged through that office.

Language Accommodation: If you believe this is an issue relative to your performance in the class, please arrange for a discussion with the instructor.

Honor Code Policy. The George Mason University Honor Code states, "No help may be given or received by students when taking quizzes, tests, or examinations, wherever taken, unless the instructor specifically permits deviation from this standard." My tests are designed on this basis. The full code is described and discussed at the following link:
<https://oai.gmu.edu/wp-content/uploads/2018/08/George-Mason-University-Honor-Code-2018-2019-final.pdf>

Course Requirements: All work submitted to fulfill course requirements is to be solely the product of the individual(s) whose name(s) appear on it. Except with permission of the instructor, no recourse is to be had to projects, papers, lab reports or any other written work previously prepared by another students, and except with the permission of the instructor no paper or work of any type submitted in partial fulfillment of the requirements another course may be used a second time to satisfy a requirement of any course in the Department of Public

and International Affairs. No assistance is to be obtained from commercial organizations that sell or lease research help or written papers. With respect to all written assignments, appropriate, proper footnotes and attribution are required.

Plagiarism: All work must be your own. Inappropriate use of the work of others without citation and attribution is plagiarism and a George Mason University Honor Code violation punishable by expulsion from the University. Paraphrasing the work of others without attribution is also plagiarism. All students should familiarize themselves with this honor code provision (<http://www.gmu.edu/facstaff/handbook/aD.html>) to guard against plagiarism and to treat students equitably. Written work may be checked against existing published materials.

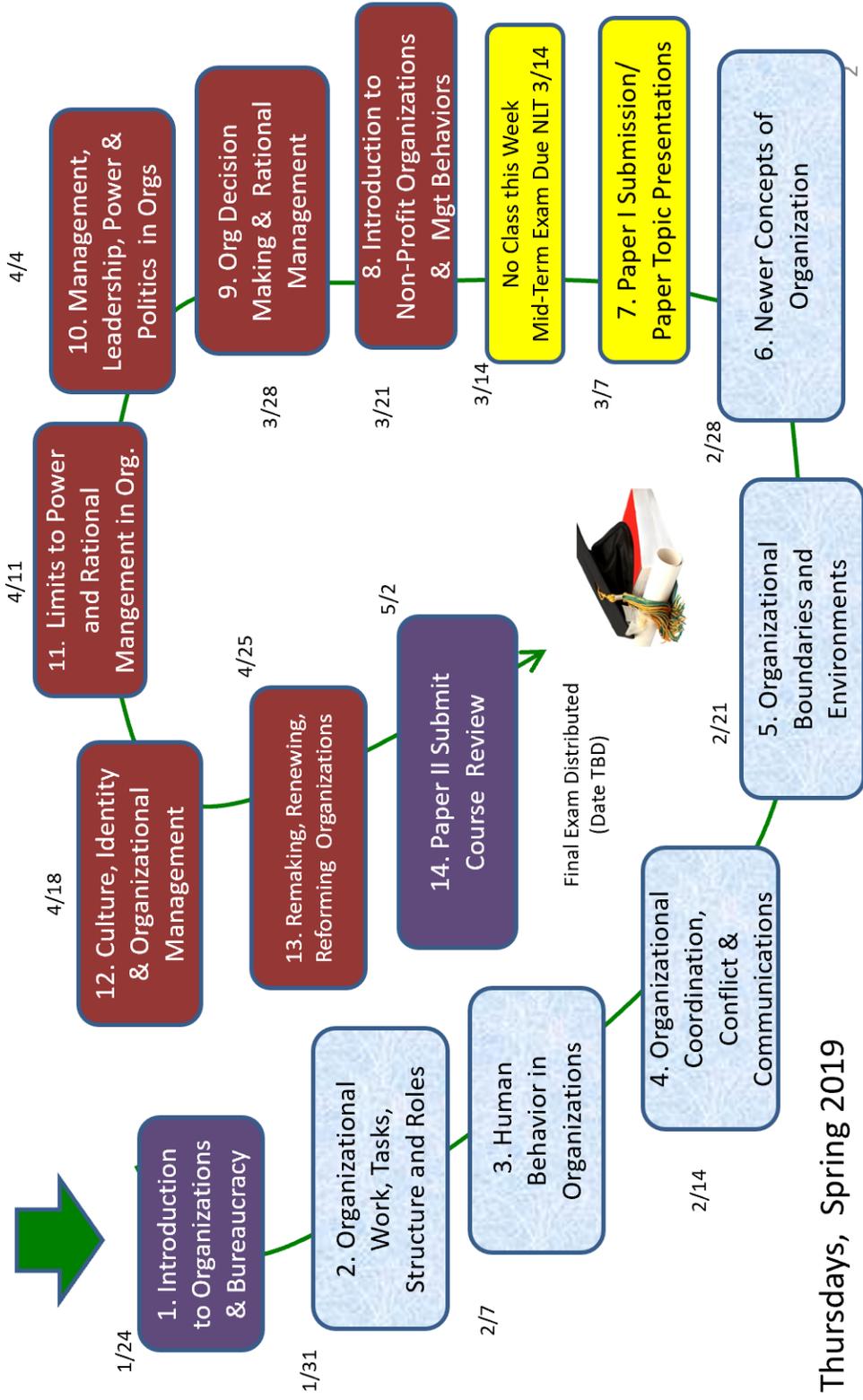
Class Text Books:

Hal Rainey, Understanding and Managing Public Organizations 5th ed. 2014
ISBN 9781118583715

James Q. Wilson, Bureaucracy, 1989 ISBN 0465007856

Carolyn Hill/L. Lynn, Public Management: Thinking & Acting in Three Dimensions, 2nd ed, 2016
ISBN 1483344320

PUAD 520-002 Syllabus Overview



Thursdays, Spring 2019

Spring 2019 PUAD 520 Schedule of Lessons and Readings

LESSON 1: 1/24/19

Introduction: Organizations, Bureaucracy, Management Behaviors

Item	Author	Assignment	Source	Item Pages (95)
1	Simon	Article: "Public Administration in Today's World of Organization's and Markets" (an Introduction to Nobel Laureate Herbert Simon)	Blackboard	8
2	Hill/Lynn	Preface to the 2 nd Edition pp xviii-xxv	Textbook	8
3	Hill/Lynn	Chap 1: Public Management's Three Dimensions (pp 5-28)	Textbook	24
4	Mintzberg	Book Extract: Mintzberg on Management, "Our World of Organizations"	Blackboard	3
5	Wilson	Preface (pp ix-xii), Describing What Government Organizations Do	Textbook	4
6	Wilson	Chap 1/2: (SKIM) Organizational Case Studies: Armies, Prisons, Schools [gives context for pp 23-28 below)	Textbook	SKIM
7	Wilson	Chap 2: Organization Matters (pp23-28)	Textbook	6
8	Perrow	Why Bureaucracy? pp. 1-6	Blackboard	6
9	Rainey	Chap 2, "Controversy over Distinctiveness of Public Organizations," pp 43-46	Textbook	8
10	Rainey	Chap 2, A Historical Review of Organizational Study, pp 16-43	Textbook	28

LESSON 2: 1/31/19

Organizational Work, Tasks, Structure and Roles

Item	Author	Assignment	Source	Item Pages (106)
1	Smith	On the Division of Labor (from "The Wealth of Nations")	Blackboard	6
2	Gulick	Article: "Notes on the Theory of Organization" (1937)	Blackboard	10
3	Hill/Lynn	Chap 6. Organizational Structure pp 191-217 (background on Principal-Agent analyses @ p. 189	Textbook	27
4	Wilson	Chap 18: "Rules," seeking to make agencies fair and predictable by limiting operator discretion	Textbook	14
5	Rainey	Ch. 8 "Organizational Structure, Design, Technology, and Information Technology, pp. 208-256	Textbook	49

LESSON 3: 2/7/19

Humans in Organizations

Item	Author	Assignment	Source	Item Pages (94)
1	Rousseau	Book Extract: Introduction & Chap 4, from Psychological Contracts in Organizations,	Blackboard	28
2	Rainey	Ch 9, "Understanding People in Public Organizations: Values and Motives," pp 257-268, 292-296	Textbook	17
3	Barnard	Book Extract: "The Economy of Incentives:" Chapter 9 from, "Functions of the Executive."	Blackboard	10
4	Wilson	Chap 4: "Beliefs:" incentives or prior experiences often shape operator behaviors	Textbook	22
5	Acker	Gendering Organizational Theory	Blackboard	10
6	Rainey	pp. 385-390, Groups in Organizations	Textbook	6

LESSON 4: 2/14/19

Organizational Conflict, Coordination, Communications i.e. Management

Item	Author	Assignment	Source	Item Pages (97)
1	Rainey	Ch 12 Communications/Conflict in Organizations, pp 391-405 + Exhibit 12.1 (p. 393)	Textbook	14
2	Graber	Ch 3. Channeling Bureaucratic Information Flows	Blackboard	26
3	Galbraith	Information Processing Model	Blackboard	9
4	Downs	Book Extract: Ch 10 from "Inside Bureaucracy:" Communications in Bureaus	Blackboard	20
5	Chisholm	Book Extract: Ch 4, "Informal Coordinative Mechanisms," in "Coordination without Hierarchy (1989)"	Blackboard	29
6	CASE STUDY	Metro Case Study	Blackboard	9

LESSON 5 2/21/19

Organizational Boundaries & Environments

Item	Author	Assignment	Source	Item Pages (97)
1	Rainey	Ch 4. "Analyzing the Environment of Public Organizations," pp. 86-94, 98-108.	Textbook	20
2	Wilson	Chap 10: "Turf:" Agency Executives struggle to maintain their autonomy relative to organizational environment.	Textbook	18
3	Bozeman	Article: "Exploring the Public-Private Organizational Boundary"	Blackboard	3
4	Moe	Article: "Exploring the Limits of Privatization"	Blackboard	9
5	Hill/Lynn	Chap 2: Managerial Accountability to the Rule of Law. pp 39-62	Textbook	24
6	Pfeffer & Salancik	Book Extract: pp xi to xxxiii in "The External Control of Organizations - A Resource Dependence Perspective" (2003 reissue)	Blackboard	23

LESSON 6: 2/28/19

Newer Concepts of Organization & Structure

Item	Author	Assignment	Source	Item Pages (101)
1	Milward & Provan	Article: "A Manager's Guide to Choosing and Using Collaborative Networks." (2006)	Blackboard	23
2	Robertson	Article: "Ecological Governance -- Organizing Principles for an Emerging Era?"	Blackboard	11
3	Wise	Article: "Organizations of the Future - Greater Hybridization Coming"	Blackboard	3
4	Davis & Lawrence	Article: "The Matrix Organization: Who Needs It?"	Blackboard	9
5	Ouchi	Article: "Markets, Bureaucracy & Clans"	Blackboard	12
6	Moynihan	Article: "How Do Organizations Learn?"	Blackboard	9
7	Thompson	Organizations in Action (excerpt)		14
8	Victor/Stephens	Dark Side of the New Organizational Forms		4
9	CASE STUDY	Veterans Administration Case - 2014	Blackboard	16

LESSON 7 3/7/19

- *Paper #1 Due before class begins tonight*
Oral Discussion of Paper Topics, (no readings)

Spring Break 3/14/19

- Mid-Term Due: 3/14/19, Distributed after Lesson 7

Lesson 8: 3/21/19

Re-Introduction to Non-Profit Organizations & Management Behaviors

Item	Author	Assignment	Source	Item Pages (102)
1	Mintzberg	Book Extract: "The Parts of an Organization"	Blackboard	24
2	Anthony	Book Extract: Characteristics of Non-Profit Organizations (Chap 2, pp 35-62), [Anthony & Young, 3rd edition]	Blackboard	28
3	Rainey	Ch 1. The Challenge of Effective Public Organizations and Management, pp. 3-15	Textbook	12
4	Rainey	Ch 14. Achieving Effective Management in the Public Sector	Textbook	38

Lesson 9: 3/28/19 3/28/19

Organizational Decision-Making / Rational Management

Item	Author	Assignment	Source	Item Pages (94)
1	Anthony	Book Extract: "Measuring Organizational Output"	Blackboard	21
2	Mohr	Performance Measurement and Cost Accounting	Blackboard	10
3	Schick	The Road to PPB [Planning, Programming, Budgeting]	Blackboard	16
4	Wilson	Chap 11: "Strategies:" Executives seeking to achieve autonomy and necessary organizational resources	Textbook	23
5	Hill/Lynn	Managerial Decision Making & Learning Pp370-393	TextBook	24

Lesson 10: 4/4/19

Management, Leadership, Power, & Politics

Item	Author	Assignment	Source	Item Pages (94)
1	Rainey	Ch 7. "Formulating & Achieving Purpose: Power, Strategy, & Decision Making," pp 173-183 (Power)	Textbook	11
2	Rainey	Ch 11. "Leadership, Managerial Roles, and Organizational Culture," pp. 335-354	Textbook	20
3	March	Ch 7. "Formulating & Achieving Purpose: Power, Strategy, & Decision Making," pp 183-198 (Decisions)	Blackboard	16
4	Pfeffer	Article: "Management as Symbolic Action: The Creation & Management of Organizational Paradigms." (pp 1-28)	Blackboard	29
5	Wilson	Chap 12: "Innovation:" Organizations seeking to adapt and break out of their routines	Textbook	18

Lesson 11: 4/11/19

Limits to Power and Rational Management in Organizations

Item	Author	Assignment	Source	Item Pages (97)
1	G.T. Allison	Conceptual Models and the Cuban Missile Crisis (with concentration on Model 2: Organizational Process)		30
2	Lindblom	The Science of "Muddling Through"	Blackboard	11
3	Cook & Yarrow	Culture and Organizational Learning		12
4	March & Olsen	Garbage Can Models of Decision Making in Organizations	Blackboard	19
5	Williamson	Chester Barnard and the Incipient Science of Organizations	Blackboard	24

Lesson 12: 4/18/19

Organizational Culture, Identity, & Management

Item	Author	Assignment	Source	Item Pages (111)
1	Schein	Ch 1. Why Bother? [about Organizational Culture]	Textbook	19
2	Hill/Lynn	Culture: Chap 8 - The Building Blocks pp. 271-297	Textbook	27
3	Hill/Lynn	Chap 9: Culture – Institutionalized Values, pp 300-331	Textbook	31
4	Wilson	Chap 6: Culture [from "Operators"]	Textbook	20
5	Rousseau	Article: "Why Workers Still Identify with Organizations"	Blackboard	14

Lesson 13: 4/25/19

Remaking, Renewing, Reforming Organizations

Item	Author	Assignment	Source	Item Pages (92)
1	Segal	Roadblock in Reforming Corrupt Agencies: The Case of New York City School Custodians,"	Blackboard	16
2	Rainey	Ch 13. Managing Organizational Change and Development	Textbook	39
3	Schein	Ch 6. Cultural Learning, Unlearning, and Transformative Change		19
4	Gore	Creating a Government that Works Better and Costs Less		9
5	Hammer	Re-Engineering the Corporation – Enabling Role of Information Technology		9

Lesson 14: 5/2/19

COURSE REVIEW // PAPER II SUBMISSION Before Class (no new readings)

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