University of North Texas
Department of Public Administration

PADM 5700 Fall 2020

Leading and Managing Public Organizations
Spring 2020

Class Meeting: Thursday, 6:00 pm to 8:50 pm
Location: Wooten Hall, Room 216
Class Number: 12534
Instructor: Dr. Yu (Kelly) Shi
Email: yu.shi@unt.edu
Office: Room 204N, Chilton Hall
Office Phone: 940-369-7248
Office Hours: By appointment only

Teaching Assistant 1: Younghwan (Martin) Jeon
Email: Younghwan.Jeon@unt.edu
Office: Chilton Hall 255 computer lab
Office Hour: By appointment

Teaching Assistant 2: Joseph Stanislaus, Linwyse
Email: LinwyseJoseph-Stanislaus@my.unt.edu
Office: Chilton Hall 255 computer lab
Office Hour: By appointment

Course Perquisites: None

Course Overview and Objectives:

The course involves key readings in the field and the analysis of cases, concepts, theories, methods, and procedures in managing public organizations, with emphasis on applications to public and nonprofit organizations. Readings and lectures will orient students to basic concepts and research that inform our thinking on public management. Each student is responsible, through self-study, reading assignments, and class interaction, to learn relevant public management theory, concepts and applications.

Students will develop knowledge of the important components or dimensions of organization, leadership, and management, and develop a sense of how one leads and organizes in these areas—leading change, motivating and maintaining people, designing organizations, and making strategic decisions. You will also learn the state of knowledge and managerial thinking on these topics and others covered in the course.

Specifically, by the end of the semester you should be able to:

- Describe the main theories and paradigms associated with the field of public management.
- Describe the major developments in organization and management theory.
- Understand what makes public management different from private management.
• Identify strategies for formulating and achieving public management objectives.
• Describe theories of work motivation and their application to public management.
• Discuss the relationship between organizational structure and outcomes.
• Have an understanding of the key forces that drive change and the flexibility and adaptability that are essential attributes for implementing change.
• Assess the state of research on various public management topics and evaluate the relative merits.
• Have an understanding of how organizations operate and work together to gain an understanding of the broader organizational environment.
• Present materials both orally and in a written report.
• Be able to work in a team; deal effectively with conflict; and negotiate, delegate and communicate effectively across constituencies.
• Take responsibility for one’s own work and decisions. To complete one’s work in a professional and ethical manner.

Materials:


(3) Other assigned readings can be found through UNT library or will be posted on Canvas. Newspaper and magazine articles are available online through LexisNexis or at the library. It is the student’s responsibility to locate assigned articles and read all materials prior to class.

Course Requirements and Grading:

The course involves lecture, group exercise, case study and class discussion. A typical class will include a short lecture, student presentation, general discussion of readings, and group work. We often organize into groups to review and discuss a specific case study or a contemporary public management situation for some portion of class time. The instructor and the co-discussion leaders will then engage the class in a discussion; for example, challenging students to relate theories to the practical situation or to recommend managerial prescriptions.

There are four requirements for the course:

1) **Examinations (weight of 50%)**: There will be two exams. Exam 1 accounts for 20% and exam 2 accounts for 30%. Exams will cover material presented in the assigned texts, required readings, and class discussions. Good answers provide purposeful, justifiable and logical arguments, clear definitions for key concepts from the textbooks and required readings, and demonstrate knowledge and command of the topic area. In addition, it is very important that your answers specifically address the question(s) asked in the exam.

2) **Discussion co-lead (weight of 15%)**: You will co-lead the discussion during the semester – you give a presentation/talk for about 20-30 minutes, and you will be the leading discussant.
in the class discussion, the instructor will support you as necessary. Your presentation/talk should (a) show your fellow students your own definitions or authors’ definitions of terms on selected topics and include (b) a short summary of the assigned reading for discussion co-lead, and provide (c) critical ideas and discussion in combination with some ideas in the required reading for everyone in the class, (d) prepare 2-3 discussion questions for the audience. **When you are the discussion co-lead for the week, you should prepare a at least two-page (no maximum page limitation but at least two pages) single-space short essay of the assigned reading and include the definitions of terms and discussion questions in the extra page (this means if you have a 2-page essay, you will put your definitions of terms and discussion questions in the 3rd page) for your fellow students and the instructor. The document is NOT a summary of the readings. It should highlight the connections between the reading and its implications for practice, and be sure to include at least 2-3 discussion questions for the topic of your presentation. Quality is important. Please send a PPT slide of your presentation (or the note for your talk) and the short essay to the instructor at yu.shi@unt.edu and post them under “Discussion” at Canvas **by 2:00pm on Wednesday**. The readings for discussion co-lead is required for the co-lead discussant, but are optional for the rest of students.

*Written work format requirements:

- 12 points font Times Roman
- 1-inch margin, double spaced
- MS word format submitted to the Canvas
- APA reference format

3) **Activity assignments** (weight of 30%): There are 5 activity assignments, each of them will account for 6%. You need to prepare at least a one-page (single space, no maximum limit, little bullet points) memo for these activities (activity with *) individually. The main purposes of these assignments are to help you summarize the readings, think critically, engage and participate in the class discussions. Especially for some activity assignments (such as news article), you may want to prepare early (perhaps one or two weeks in advance). You will need to submit your activity assignments to the online submission at Canvas **by 2:00 pm on Wednesday** before the class starts. If you fail to submit it through online assignment on Canvas, I will assume that you choose to receive “0” for the week.

4) **Class participation** (weight of 5%): Most of the students are active learners and learn best when they can actively engage and discuss the material. The more you participate, the more engaging and interesting the class will be. Your opinions and experiences matter so please share with the class. Students who pose questions and participate in the discussion sharpen their public presentation skills and learn to think in a clear and critical manner in real time. Students benefit from hearing the discussion and questions of other students. As a result, class discussion suffers in your absence and so does your participation grade. Of course, personal and family circumstances can require class absence. Students should contact the professor about such absences before the class. Please be professional.
Your grades will be based on the following formula:

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<tbody>
<tr>
<td>Discussion co-lead</td>
<td>15</td>
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<tr>
<td>Exam 1</td>
<td>20</td>
</tr>
<tr>
<td>Exam 2</td>
<td>30</td>
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<tr>
<td>Activity assignments</td>
<td>30</td>
</tr>
<tr>
<td>Class participation</td>
<td>5</td>
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<tr>
<td>TOTAL PERCENT</td>
<td>100</td>
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</tbody>
</table>

Final grades are based on total percent received in the course, which is the same as a weighted average if all assignments were grades on a scale of 0 - 100. Please note that I do not give letter grades on individual assignments or exams. I give a numerical score for each course element during the semester and assign letter grades based on a weighted average of the numerical scores. I also reserve the right to base final grades on a “curve” rather than use the standard scale below.

<table>
<thead>
<tr>
<th>Weighted numerical score of</th>
<th>Letter grade in the course</th>
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<tr>
<td>90.00% or above</td>
<td>A</td>
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<tr>
<td>80.00 % to 89.99%</td>
<td>B</td>
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<tr>
<td>70.00 % to 79.99 %</td>
<td>C</td>
</tr>
<tr>
<td>60.00 % to 69.99 %</td>
<td>D</td>
</tr>
<tr>
<td>Less than 59.99 %</td>
<td>F</td>
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Course Expectations and Policies:

Class participation and attendance
Most of the students are active learners and learn best when they can actively engage and discuss the material. The more you participate, the more engaging and interesting the class will be. Your opinions and experiences matter so please share with the class. Students who pose questions and participate in the discussion sharpen their critical thinking and analytical skills. Students benefit from hearing the discussion and questions of other students. As a result, class discussion suffers in your absence. Of course, personal and family circumstances can require class absence. Students should contact the professor about such absences before the class (email is preferred). Please be professional.

Acceptable Student Behavior:
Student behavior that interferes with an instructor’s ability to conduct a class or other students' opportunity to learn is unacceptable and disruptive and will not be tolerated in any instructional forum at UNT. Students engaging in unacceptable behavior will be directed to leave the classroom and the instructor may refer the student to the Dean of Students to consider whether the student's conduct violated the Code of Student Conduct. The university's expectations for student conduct apply to all instructional forums, including university and electronic classroom, labs, discussion groups, field trips, etc. The Code of Student Conduct can be found at www.deanofstudents.unt.edu
Incompletes, Late Homework, and Extra Work

In most cases, I do not allow students to do extra work (i.e. an additional paper) to improve their grade in the course. This is not fair to other students who are not given the same opportunity. Late homework will be penalized unless the student has a legitimate excuse or crisis causing the delay in completing work (i.e. illness, family death). Also, I will only grant incompletes or extension to students who have legitimate excuses or crises and who make requests prior to the end of the course.

You will lose 5% of your total score if you submit within 24 hours after the deadline. You will lose 10% of your total score if you submit between 24 hours and 48 hours after the deadline. Your assignment will not be accepted beyond 48 hours of the deadline with no legitimate reasons.

Canvas

Canvas is a primary source of teaching and reading materials, and means of communication between you and the instructor for this course. The URL for our Canvas log in page is: https://unt.instructure.com/. You will find the course syllabus, additional required readings, assignments, and lecture notes on the Canvas site. You will submit your exercises and exams to the assignment on the Canvas. More importantly, students are expected to check Canvas and their UNT emails frequently for course announcements and materials. Plus, all new students should get a UNT computer account the first week of the class. If you need support or have any related questions, you can find information posted online here https://clear.unt.edu/services/lms-support.

Original Work and Plagiarism

Unless explicitly assigned to work in groups, all students are expected to work independently. The project, exams, and exercises should be the student’s own work. Working together where it is clearly indicated is entirely appropriate, but if you are preparing a written product that will be submitted for evaluation, that product is expected to be the result of your work alone. Where questionable situations arise, always ask the instructor for clarification. Also, students must cite their sources where relevant, and plagiarism will be not tolerated and will be penalized severely at UNT. Please read MPA handbook for more information. You could also find information from the following website that defines academic dishonesty and available penalties: https://policy.unt.edu/sites/default/files/untpolicy/pdf/7-Student_Affairs-Academic_Integrity.pdf

The Learning Environment

The instructor is strongly committed to maintaining a positive learning environment based on open communication, mutual respect, and non-discrimination. **Please respect your instructor and your fellow students.** Our University does not discriminate on the basis of race, gender, age, disability, veteran status, religion, sexual orientation, color, or national origin. Any suggestions as to how to further such an environment will be appreciated and given serious consideration.

Policy on Cell Phone and Laptop in the Classroom

The classroom setting at an institution of higher learning is intended to serve as a venue that permits the transfer of knowledge and facilitates the sharing of ideas. As such, it is imperative that any distractions from these stated objectives be avoided and kept to a minimum. Potential disruptions include modern electronic devices such as laptop computers and cell phones.
Students are allowed to take notes on personal laptop computers and computers in the classroom to enhance the learning process, but they should not activate their internet browsers during class or use computers for non-academic purposes (as this diverts attention from the lecture/discussion for both the student using it and others nearby). Students should also avoid using cell phones to search the Internet or text while class is in session. Please silence your phones.

Exceptions to this policy will be at the discretion of the faculty only and may occur if searching the Internet is necessary to find additional information or facts related to the subject being covered on that particular day.

**Participation by Students with Disabilities**
The Department of Public Administration, in cooperation with the Office of Disability Access (ODA), complies with the Americans with Disabilities Act in making reasonable accommodations for qualified students with disabilities.

Students with disabilities should log into a new database called Accessible Information Management (or AIM). AIM is an online system where students can log in and access ODA services using their UNT log in credentials. It is the student’s responsibility to request your Letters of Accommodation ONLINE, and then ODA will mail your LOAs to your instructor. Go to [https://augusta.accessiblelearning.com/UNT/](https://augusta.accessiblelearning.com/UNT/) to log into AIM.

**Student Perceptions of Teaching (SPOT)**
SPOT is a requirement for all organized classes at UNT. This short survey will be made available to you at the end of the semester, providing you a chance to comment on how this class is taught. Once the SPOT becomes available via your my.unt.edu portal, please complete the survey as it will help in every effort to improve the instructor’s teaching skills.
Course Schedule, Overview

**Week 1:**
  January 16:  Introduction to the Course: Framework

**Week 2:**
  January 23:  Historical Review: Organization Theory

**Week 3:**
  January 30:  Public Organizations: Definition, Classification and Variation

**Week 4:**
  February 06:  The Environments of Public and Nonprofit Organization

**Week 5:**
  February 13:  Organizational Decision-Making

**Week 6:**
  February 20:  Leadership in Public Organizations

**Week 7:**
  February 27:  Guest Speaker and Review Session

**Week 8:**
  March 05:  EXAM 1 (Take-home Exam)

**Week 9:**
  March 12:  No Class (Spring Break)

**Week 10:**
  March 19:  Organizational Goal and Effectiveness

**Week 11:**
  March 26:  Organizational Structure

**Week 12:**
  April 02:  Case Study Simulation

**Week 13:**
  April 09:  Understanding People in Public and Nonprofit Organizations

**Week 14:**
  April 16:  Incentives and Public Service Motivation

**Week 15:**
  April 23:  Organizational Change and Review Session

**Week 16:**
  April 30:  EXAM 2 (Take-home Exam)
Course Schedule, Detail *(subject to change)*

Week 1 (January 16): Introduction to Course: Framework

*Reading:* Rainey, Chapter 1
*Lecture:* Organizational framework

Week 2 (January 23): Historical Review: Organization Theory

*Reading:* Rainey, Chapter 1 and Chapter 2
  - Taylor, Scientific Management
  - Weber, Bureaucracy
  - Gulick, Notes on the Theory of Organization
  - Simon, The Proverbs of Administration

Week 3 (January 30): Public Organizations: Definition, Classification and Variation

*Reading:* Rainey, Chapter 3
  - Boyne, Public and private management: What’s the difference?
  - Bozeman and Bretschneider, The “Publicness” Puzzle in Organization Theory: A test of alternative explanations of differences between public and private organizations.

*Lecture:* Are all organizations public? The concept of “Publicness”

Discussion co-lead: The “blurring” of the sectors (discussing and comparing public and private organizations in terms of values, and empirical research results)


Week 4 (February 06): The Environments of Public and Nonprofit Organization

*Reading:* Rainey, Chapter 4; Chapter 5 (pp.109-132); Jeffrey Pfeffe, Chapter 5

*Class discussion:* Applying and comparing theoretical perspectives
*Case study:* The Case of the Vanishing Volunteers

Discussion co-lead: Theoretical Perspectives on the Environments of Public Organizations (comparing and contrasting population ecology, resources dependency theory, transaction cost theory, institutional perspective)

1. Jeffrey Pfeffe, Chapter 5
2. Malatesta Deanna and Smith Craig. Lessons from resource dependence theory for contemporary public and nonprofit management. *PAR.*
Week 5 (February 13): Organizational Decision-Making

Reading: Rainey, Chapter 5 & Chapter 7 (pp.173-193)
Lindblom, 1959. The Science of Mudding Through

Class exercise: Comparing Decision Making Styles

*Activity#1: (Due 02/12) Using your local newspaper, find an example of a recent policy decision. Research the decision to discover any considerations that may help to explain how the decision came out. Alternatively, speculate on factors that led to the decision. Discuss the usefulness of the rationality model of decision making, the incrementalism model, and the garbage can model of decision-making in the context of the policy decision.

Discussion co-lead: The rational model of organization

Week 6 (February 20): Leadership in Public and Nonprofit Organizations

Reading: Rainey, Chapter 11 & 12

Lecture: Models of Leadership
Class exercise: Leadership Models and Styles

Discussion co-lead: What makes a leader? Identifying and comparing different leadership Styles

Week 7 (February 27): Guest Speaker and Review Session


*Activity#2: (Due 02/26) Find a news report or article about public leadership, and share it with fellow students in the class. Mid-career students could also share some experience with fellow students. Tip: prepare this activity two or three weeks in advance.

Discussion co-lead: Leadership (introducing the leadership perspective model and its implications to public administrators, discussing whether this model is only applied to public managers or both public and private managers?)
Week 8 (March 05): EXAM 1 (Take-home exam)

Week 9 (March 12): No Class (Spring Break)

Week 10 (March 19): Organizational Goal and Effectiveness  
Reading: Rainey, Chapter 6  
Cohen et al, Chapter 10 (skim)  
Lecture: Organizational Goal  
*Activity#3: (Due 03/18) Find the organization goal of a government at states or local levels, or a nonprofit organization. Do you think it has goal clarity or ambiguity? Is it important for the organization to have goal clarity? Why?  

Discussion co-lead: Discuss whether and to what extent goal clarity/ambiguity are important in the public sector.  

Week 11 (March 26): Organizational Structure-Red Tape  
Reading: Rainey, Chapter 8 (pp.208-242); Cohen et al, Chapter 5 (pp.92-95)  
Case study: Brookhaven National Laboratory  

Discussion co-lead: Perceptions of organizational red tape (focusing on the concept, measures, perceptions from public and private managers about red tapes, and some findings about red tape in empirical research)  

Week 12 (April 02): Case Study Simulation  
Reading: Cohen et al., Chapters 5, 6, 10, 11  
Rainey, Chapters 12 & 7 (pp. 193-207)  
Case study: Instructions will be provided later.
Discussion co-lead: Strategies on communicating with the media, stakeholder groups and resolving conflict
1. Rainey, Chapter 12
2. Cohen et al., Chapter 11

Week 13 (April 09): Understanding People in Public and Nonprofit Organization
Reading: Rainey, Chapter 9
Lecture: The Concept of Work Motivation and Motivation Theories
*Activity#4: (Due 04/08) Find some effective HR strategies to find and maintain good people. Provide some examples of ineffective strategies or examples from your personal experience.
Discussion co-lead: How to find and keep good people? (Discuss “Turkey Farm” and pros and cons of various strategies introduced by Cohen et al.)
1. Cohen et al, Chapter 3

Week 14 (April 16): Public Service Motivation (PSM)
Reading: Rainey, Chapter 10
Lecture: The Important Role of Public Service Motivation in the Public Sector
*Activity#5: (Due 04/15) Talk about your public service motivation, and your understanding about PSM. Why do you choose to work for the public sector or maintain in the public sector? Describe the motivations or incentives.
Case study: The Case of Joe the Jerk

Discussion co-lead: Is there any difference in the public service motivation between public and nonprofit organizations? If there is, why PSM is important?

Week 15 (April 23): Organizational Change and Innovation
Reading: Rainey, Chapter 13
Chapter 14 (skim)
Lecture: Organization Change and Development
Class exercise: Habitat for Humanity of Median

Discussion co-lead: Managing Successful Organizational Change in the Public Sector


2. Commentator articles from Tschirhart Mary; Mihn, J. C., Connor E Patric and Thompson Fred.


Review session for Exam 2

Week 16 (April 30): EXAM 2 (Take-home Exam)