

University of North Texas
Department of Public Administration
PADM 5020-001
Leading and Managing Public Organizations
Fall 2023

Class Meeting: Thursday, 2:00 pm to 4:50 pm

Location: Gab, Room 317

Class Number: 13754

Instructor: Dr. Yu (Kelly) Shi

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Office: Room 204, Chilton Hall

Office Phone: 940-369-7248

Office Hours: Thursday, noon to 2pm

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Course Overview and Objectives:

This course is an in-person class. 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 and organization theory, concepts and applications.

Students will develop knowledge of the important components or dimensions of organization, leadership, and management. It will 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.
- 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.

Textbooks and Other Readings:

- (1) Required textbook: Rainey, Hal G., *Understanding and Managing Public Organizations* (5th edition). San Francisco: Jossey-Bass, 2014. (E-book is available at UNT library).
- (2) Cohen, S., Eimicke, W., and Heikkila, T. *The Effective Public Manager: Achieving Success in a Changing Government* (5th Edition). San Francisco: Jossey Bass, 2013. (E-book is available at UNT library).
- (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 45%): There will be two exams. Exam 1 (take-home exam) accounts for 20% and exam 2 (take-home exam) accounts for 25%. 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 30%-presentation 10%, slide 5%, and discussion paper 15%): A team will co-lead the discussion during the semester – the team gives a presentation/talk for a strict of 20 minutes long and will be the leading discussant in the class discussion with discussion questions or activities (limited to 10-15 minutes), the instructor will support you as necessary. Your presentation/talk should (a) show your fellow students your understanding and arguments of selected weekly topics and include (b) a clear discussion 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 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 submit a PPT slide of your presentation (or the note for your talk) and the essay to Canvas by **Wednesday**. The slide will be shared in the discussion portal for the class. The readings for discussion co-lead are required for the co-lead discussant but are optional for the rest of students.

- 3) Activity assignments (weight of 20%): There are 4 activity assignments, each of them will account for 5%. 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 find news article), you may want to prepare early. You will need to submit your activity assignments to the online submission via Canvas by 12:00 pm on **Tuesdays** of 09/05;09/19;10/17;10/31.
- 4) Attendance (weight of 5%): attending in person class meetings is a mandatory. Students who have more than 2 consecutive absences without any legitimate reasons and clear communications with the instructors will receive message from the UNT Eagle Alert. Students who receive two UNT Eagle Alert will lose all credits for attendance.

All written work format requirements:

- 12 points font Times Roman
- 1-inch margin, single spaced
- MS word format submitted to the Canvas (do not submit PDF document)
- APA reference style

Your grades will be based on the following formula:

Discussion Co-Lead (group project)	30 %
Exam 1	20 %
Exam 2	25 %
Activity assignments	20 %
<u>Attendance</u>	<u>5%</u>
TOTAL PERCENT	100 %

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.

Weighted numerical score of	Letter grade in the course
90.00% or above	A
80.00 % to 89.99%	B
70.00 % to 79.99 %	C
60.00 % to 69.99 %	D
Less than 59.99 %	F

Course Technology & Skills:

Computer skills & digital literacy

- Using Canvas
- Using email with attachments
- Downloading and installing software
- Using words documents
- Using presentation and graphics programs

Technical assistance at UNT

Part of working in the online environment involves dealing with the inconveniences and frustration that can arise when technology breaks down or does not perform as expected. Here at UNT we have a Student Help Desk that you can contact for help with Canvas or other technology issues.

University Information Technology (UIT) Help Desk: [UIT Student Help Desk site \(https://it.unt.edu/helpdesk\)](https://it.unt.edu/helpdesk), Email: helpdesk@unt.edu

Course Expectations and Policies:

Attendance

This is an in-person class. Students are expected to attend classes regularly and to abide by the attendance policy established for the class. If you are absent from the class or will miss a class, please ensure that you communicate with the instructor clearly before the class or as soon as possible. Of course, personal and family circumstances can require class absence. Students should contact the professor about such absences before the class (email is preferred).

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. 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.

Where an extension is not granted or work is submitted late without a request being made **before the deadline**, points will be deducted as follows:

Up to 24 hours late, loss of 1% of the graded score
Over 24 hours late and up to 2 days late, loss of 5% of the graded score
Over 3 days late and up to 7 days late, loss of 10% of the graded score
Over 7 days late and up to 14 days late, loss of 20% of the graded score
After 14 days, the assignment will not be accepted for marking and you will be recorded as having failed to submit the item of assessment.

Please email the instructor at yu.shi@unt.edu before or after (within 48 hours) the deadline to request additional accommodation to waive the late policy.

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

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, some readings, written assignments, discussion topics, and lecture slides 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 teaching materials.

Original Work, Plagiarism and Cheating

Unless explicitly assigned to work in groups, all students are expected to work independently. The project, exams, and discussion postings should be the student's own work. Working together where it is clearly indicated is entirely appropriate, but if you are preparing an individual written product that will be submitted for individual evaluation, that product is expected to be the result of your work alone. Where questionable situations arise, always ask the instructor for clarification. Students could find information from the following website at UNT that defines academic dishonesty and available penalties: [UNT Student Academic Integrity](#)

Students must cite their sources where relevant, and plagiarism will be not tolerated and will be penalized severely at UNT. The library provides a clear guide of plagiarism. See link: [UNT Libraries "What is Plagiarism?"](#)

The Learning Environment and Department Anti-Bias Statement

The instructor is strongly committed to maintaining a positive learning environment based on open communication, mutual respect, and non-discrimination. Our university does not discriminate based on race, gender, age, disability, veteran status, religion, sexual orientation, color, or national origin.

The Department of Public Administration believes in the fundamental principles of life, liberty, equality, equity, and in doing good to all people as we serve our students and the public interest.

- We believe in the importance of diversity and inclusion
- We believe in fairness and equity for all faculty and students in and out of class
- We believe in mutual respect and civility for all students and faculty
- We believe that faculty and students have a right to a redress of grievances
- We believe that students and faculty should be actively engaged in good works

Please work with me to create a classroom culture of open communication, mutual respect, and inclusion. All discussions should be respectful and civil. Although disagreements and debates are encouraged, personal attacks are unacceptable. Together, we can ensure a safe and welcoming classroom for all. If you ever feel like this is not the case, please stop by my office and let me know. We are all learning together.

Sexual Discrimination, Harassment, and Assault

UNT is committed to providing an environment free of all forms of discrimination and sexual harassment, including sexual assault, domestic violence, dating violence, and stalking. If you (or someone you know) has experienced or experiences any of these acts of aggression, please know that you are not alone. The federal Title IX law makes it clear that violence and harassment based on sex and gender are Civil Rights offenses. UNT has staff members trained to support you in navigating campus life, accessing health and counseling services, providing academic and housing accommodations, helping with legal protective orders, and more.

UNT's Dean of Students' website offers a range of on-campus and off-campus resources to help support survivors, depending on their unique needs: [UNT Division of Student Affairs](#).

Renee LeClaire McNamara is UNT's Student Advocate and she can be reached through e-mail at SurvivorAdvocate@unt.edu or by calling the Dean of Students' office at [940-565-2648](tel:940-565-2648). You are not alone. We are here to help.

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:

August 24: Introduction to the Course: Framework

Week 2:

August 31: Historical Review: Organization Theory

Week 3:

September 07: Public Organizations: Definition, Classification and Variation

Week 4:

September 14: The Environments of Public and Nonprofit Organization

Week 5:

September 21: Organizational Goal and Decision-Making

Week 6:

September 28: Leadership in Public Organizations

Week 7:

October 05: Review Session for Exam 1

Week 8:

October 12: **EXAM 1** (Take-home Exam)

Week 9:

October 19: Organization Structure

Week 10:

October 26: Organizational Goal

Week 11:

November 02: Understanding People and Incentives

Week 12:

November 09: Public Service Motivation

Week 13:

November 16: Case Study Simulation

Week 14:

November 23: Thanksgiving Holiday (no class)

Week 15:

November 30: Organizational Change and Review Session for Exam 2

Week 16:

December 07: **EXAM 2** (Take-home Exam)

Note: the schedule is subject to change.

Week 1 (08/24): Introduction to Course: Framework

Reading: Rainey, Chapter 1

Lecture: Organizational framework

Week 2 (08/31): Historical Review: Organization Theory

Reading: Rainey, Chapter 2

Taylor, Scientific Management

Weber, Bureaucracy

Gulick, Notes on the Theory of Organization

Simon, The Proverbs of Administration

By 08/31, all students must sign up a week for discussion co-lead project. Please use Canvas sign-up sheet. Do not send emails.

Week 3 (09/07): Public Organizations: Definition, Classification and Variation

Reading: Rainey, Chapter 3

Boyne, 2002

Bozeman and Bretschneider, 1994

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

**Activity 1: (Due 09/05) What does Bozeman mean by “Publicness”? Discuss your definition of “publicness”, and your perspective toward Bozeman’s approach to distinguish between public and private organizations? Do you agree or disagree? Why?*

Discussion co-lead: What are some aspects of sectoral differences from a practitioner perspective? Be specific and give examples.

1. Brewer et al. 2011, JPART.
2. Holt, 2020, JPART.
3. Mastekaasa, 2020, JPART.

Week 4 (09/14): The Environments of Public and Nonprofit Organization

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

Class discussion: Applying and comparing theoretical perspectives

Case study: The Case of the Vanishing Volunteers

Discussion co-lead: What are the differences and similarities among these theoretical perspectives on the environments of public organizations (comparing and contrasting population ecology, resources dependency theory, transaction cost theory, institutional perspective)? In what ways are they still applicable to today’s public organizations?

1. Jeffrey Pfeffer, Chapter 5
2. Malatesta Deanna and Smith Craig. Lessons from resource dependence theory for contemporary public and nonprofit management. *PAR*.

Week 5 (09/21): Organizational Decision-Making

Reading: Rainey, Chapter 7

Class exercise: Comparing Decision Making Styles

**Activity#2: (Due 09/19) Find an example of a recent policy decision from newspaper or other social media. 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: What are some decision-making practices in the public sector or discuss their differences in the public versus private sector? Discuss, add examples, and be specific.

1. Denhardt, Chapter 4.
2. Jensen and Pedersen, 2017.

Week 6 (09/28): Leadership in Public and Nonprofit Organizations

Reading: Rainey, Chapter 11 & 12

Keulemans et al. 2020

Comfort, 2007 PAR.

Lecture: Models of Leadership

Class exercise: Leadership Models and Styles

Discussion co-lead a: What makes and facilitates a public-sector leader? Give specific suggestions based upon examples.

1. Thy Jensen, et al. 2018. PAR
2. Seidle, et al, 2016. PAR
3. Anderson, Jon. Aarum. 2010. Public versus Private Managers: How Public and Private Managers Differ in Leadership? *Public Administration Review*.

Week 7 (10/05): Review Session for Exam 1

Week 8 (10/12): EXAM 1 (Take-home exam)

Week 9 (10/19): Organizational Structure-Red Tape

Reading: Rainey, Chapter 8 (pp.208-242); George et al., 2021. PAR.

Case study: Brookhaven National Laboratory

**Activity#3: (Due 10/17) Please write any experience related to red tape you have had in public organizations. Just share your thoughts and experience or story. Do you think there are more red tape in public organizations than private organizations?*

Discussion co-lead: What is the relevance of red tape to today's public sector and organizational performance? Discuss and be specific.

1. Linos and Riesch, 2020, PAR.

2. Kaufman et al. 2021, PAR

Week 10 (10/26): Organizational Goal and Effectiveness

Reading: Rainey, Chapter 6

Rainey Hal, G; and Jung, Chang Su. 2014. A conceptual framework for analysis of goal ambiguity in public organizations. *JPART*, 25: 71-99.

Lecture: Organizational Goal

Week 11 (11/02): Understanding People and Incentives

Reading: Rainey, Chapter 9

Brewer, 2011. PAR.

Lecture: The Concept of Work Motivation and Motivation Theories

Activity#4:* (Due **10/31) Propose some human resource strategies to attract and maintain people for a public organization. Provide some examples of ineffective strategies or examples from your personal experience.

Discussion co-lead: How can public organizations find good people? What is the idea of “Turkey Farm”? What are pros and cons of various strategies introduced by Cohen et al.? Give your opinions.

1. Cohen et al, Chapter 3

Week 12 (11/09): Public Service Motivation (PSM)

Reading: Rainey, Chapter 10.

Lecture: The Important Role of Public Service Motivation in the Public Sector

Case study: The Case of Joe the Jerk

Discussion co-lead: Discuss your perspectives toward PSM. Do you think it exists in the public sector? What are some possible strategies to motivate people working in the public sector under the Great Resignation and after the COVID-19 crisis?

1. Piatak and Holt, 2020; JPART.
2. Harari et al, 2017, JPART.

Week 13 (11/16): Case Study Simulation

Reading: Cohen et al., Chapters 5, 6, 10, 11

Rainey, Chapter 7 (pp. 193-207)

Case study: Instructions will be provided later.

Week 14 (11/23): Thanksgiving Holiday (No Class)

Week 15 (11/30): Organizational Change and Review Session for Exam 2

Reading: Rainey, Chapter 13.

Week 16 (12/07): EXAM 2 (Take-home Exam)