Semester:        Spring 2012
Meeting Time:    Thursday – 5:30-8:00 Ward 101

Professor:       Patrick S. Malone, Ph.D.
Contact:         (202) 885-2375 or pmalone@american.edu
Office Hours:    Thursday 8:00-10:00 pm or by appointment

## Course Description

James Q. Wilson offers a fascinating passage pertinent to organizational analysis:

> ……. *if organization is inessential, if all we need is the man, why do we insist on creating a position for the man?  Why not let each create his own position, appropriate to his personal abilities and qualities?.....   An organization is not simply, or even principally, a set of boxes, lines, and titles on an organizational chart.  An organization, in the words of Chester Barnard, is a "system of consciously coordinated activities or forces of two or more persons."  The most important thing to know is how that coordination is accomplished.*

Arnold J. Meltsner may not be the most familiar name to MPA students, but he had something to say about organizations as well:

> *"Particularly in America, we love to tinker with our structures and institutions to achieve improved information, decisions, and outcomes.  Seldom do we recognize the difficulty in doing so."*

It's important to remember that an organization is not a set of boxes, lines, and titles on an organizational chart – though many treat it as such.  An organization, in the words of Chester Barnard, is a "system of consciously coordinated activities or forces of two or more persons."  It's also a living, breathing organism.

This course examines the organizational and inter-organizational factors involved in many arenas important to public sector leaders:  developing new policies; choosing among alternatives; gaining acceptance; assuring implementation; and coping with unanticipated consequences.  It also deals with factors such as the nature of the political environment, the structure of the organization, staffing patterns and constraints, information management, and budgetary realities.  Students will leave the course with knowledge of the various and changing organizational settings, dynamics, and challenges that public administrators face as they practice their craft; and a variety of analytical frameworks/tools for understanding how and why organizations and inter-organizational networks behave as they do in formulating, implementing, and evaluating policies and programs.

## Required Books

Gareth Morgan. 2006. *Images of Organization*.  Thousand Oaks CA: Sage Publications.  ISBN-10: 1412939798
Beryl A. Radin. 2002. *The Accountable Juggler – The Art of Leadership in a Federal Agency.*  Washington, DC: Georgetown University Press.  ISBN-10: 1568026439

## Emergency Preparedness

In the event of a declared pandemic (influenza or other communicable disease), American University will implement a plan for meeting the needs of all members of the university community.  Should the university be

required to close for a period of time, we are committed to ensuring that all aspects of our educational programs will be delivered to our students.  These may include altering and extending the duration of the traditional term schedule to complete essential instruction in the traditional format and/or use of distance instructional methods.  Specific strategies will vary from class to class, depending on the format of the course and the timing of the emergency.  Faculty will communicate class-specific information to students via AU e-mail and Blackboard, while students must inform their faculty immediately of any absence due to illness.  Students are responsible for checking their AU e-mail regularly and keeping themselves informed of emergencies.   In the event of a declared pandemic or other emergency, students should refer to the AU Web site (www. prepared. american.edu) and the AU information line at (202) 885-1100 for general university-wide information, as well as contact their faculty and/or respective dean's office for course and school/ college-specific information.

## Reading and Writing Standards
I highly recommend that you take the American University Library's Information Literacy Tutorial, http://www.library.american.edu/tutorial/index.html, if you have not already done so in your academic career.  It is an excellent introduction to researching and writing.  Throughout this and every other course careful attention should be given to writing style, source citations, and proper listing of references, and the library's tutorial is very helpful.  For questions, please refer to the library website on citations, http://www.library.american.edu/e_ref/citation.html or a college writing text such as Hacker, A Writer's Reference, www.bedfordstmartins.com/hacker/writersref.  In addition, Davis, *The Rowman and Littlefield Guide to Writing with Sources* (2nd ed., 2004) is an extremely useful text.  If you are more comfortable with a style manual not mentioned here, please contact me so that we can determine the best reference for you to use.  The key point is appropriateness and consistency.  In addition, you should evaluate websites carefully for academic quality and reputation.  For guidance on website evaluation, please contact a site such as http://www.library.cornell.edu/okuref/research/webeval.html.  I would also be happy to answer any questions you have on this topic.

## Academic Integrity Code
Standards of academic conduct are set forth in the University's Academic Integrity Code, http://www.american.edu/academics/integrity/code01.htm.  All examinations, tests, written papers, and other assignments are required to be completed according to the standards set forth in this code.

All work must be entirely your own.  When you quote from others' work, you must give full credit by footnote or endnote.  Failure to use quotation marks when quoting, failure to give full credit when paraphrasing, use of others' ideas or work products, submission of work prepared through impermissible collaboration, and also submission of work prepared by you for another class are all examples of violations of the academic integrity code and will result in sanctions.

By registering in this class, you have acknowledged your awareness of the Academic Integrity Code, and you are obliged to become familiar with your rights and responsibilities as defined by the Code.  Violations of the Academic Integrity Code will not be treated lightly, and disciplinary action will be taken should such violations occur.  Please see me if you have any questions about the academic violations described in the Code in general or as they relate to particular requirements for this course. Failure to comply with the requirements of the Academic Integrity Code can result in failure in the course, as well as more serious academic sanctions.

## Academic support
If you experience difficulty in this course for any reason, please do not hesitate to consult me.  In addition to the resources of the department, a wide range of services is available at the university to support you in your efforts to be successful in this course.

> **Academic Support Center** (202-885-3360, MGC 243, asc@american.edu, www.American.edu/ocl/asc) offers study skills materials and workshops, individual academic assistance, tutor referrals, and services for students with learning disabilities and ADHD.  Writing support is available in the Academic Support Center (ASC) Writing Lab or in the Writing Center,

Battelle-Tompkins 228, 885-2991.

**Counseling Center** (202-885-3500, MGC 214, www.american.edu/ocl/counseling) offers counseling and consultations regarding personal concerns, self-help information, and connections to off-campus mental health resources.

**Disability Support Services** (202-885-4415, MGC 206, dss@american.edu, www.american.edu/ocl/dss) offers technical and practical support and assistance with accommodations for students with physical, medical, or psychological disabilities. If you have a disability and might require accommodations in this course, please notify me via Disability Support Services (DSS) or the Academic Support Center (ASC) early in the semester so that I can make arrangements to address your needs.

## Expectations and Evaluations
Graduate work requires continuous learning and this course requires active involvement and a high level of commitment. This course is designed to stretch your creative thinking skills. It will also require you to focus on your personal, interpersonal, participative, and group skills. Class participation and preparation are expected, and missing more than one class will have a negative effect on your grade. You must let me know via e-mail, in advance, if you must miss class. Failure to do so will have a negative impact on your class participation grade. Any assignments handed in late will have the final grade reduced 5 points per day late. Please see the grading rubrics on Blackboard to see what I look for in assessing student performance.

### Class Participation (15%)
This is a reading and discussion-intensive course. Students are expected to attend all classes and arrive prepared. Criteria for preparation include completion of reading assignments, active listening and contribution to the discussion. Your contribution is not based solely on how frequently you speak, but rather on the quality and thoughtfulness of your comments.

### Organizational Metaphor Writing Assignment – Option 1 (20%)
Think of an organization in which you are working or have worked, or another organization you know well through prolonged exposure. Identify an image or metaphor which fits your chosen organization well and provide an overview of the organization through this metaphorical lens. Write a 2 page single-spaced paper which develops the metaphor concept in this setting. Briefly describe the overall organization, its survival strategy, the key components, the relationships among parts, the degree to which the parts get along well with each other, and any other characteristics which are relevant -- all through the medium of your selected metaphor. Be sure to address the limitations of your selected metaphor. Your final paragraph should assess the benefits you believe your selected organization could gain by looking at themselves through your metaphor. Your selected metaphor cannot be one of those listed in the Morgan text.

### Organizational Metaphor Writing Assignment – Option 2 (20%)
Think of a movie you have seen in which an organization plays a major role. Identify an image or metaphor which fits this organization well and provide an overview of the organization through this metaphorical lens. Write a 2 page single-spaced paper which develops the metaphor concept in this setting. Briefly describe the overall organization, its survival strategy, the key components, the relationships among parts, the degree to which the parts get along well with each other, and any other characteristics which are relevant -- all through the medium of your selected metaphor. Be sure to address the limitations of your selected metaphor. Your final paragraph should assess the benefits you believe your selected organization could gain by looking at themselves through your metaphor. Your selected metaphor cannot be one of those listed in the Morgan text.

Paper due Feb 16.

**Midterm Examination (30%)**

A midterm examination will be given via Blackboard. The exam will be open book and will consist of a number of short essay and short answer questions.

Exam Date Mar 1.

**Organizational Analysis Project / Presentation (35%)**

Students will be required to analyze and prepare an in-depth organizational analysis on a public sector organization of your choice. Non-profit and private organizations will be considered on a case-by-case basis. The organization you choose must have a current policy / program in place that is not working. Your role as the organizational analyst is use tools and material covered in this course to diagnose the organizational problems contributing to the program failure and make appropriate recommendations. No rewrites or resubmissions will be considered.

Pre-approval is required before beginning work. <u>You must provide a one paragraph description (via email) of your project by Feb 9</u>.

Your final paper should not exceed 10 pages single-spaced (excluding the executive summary, cover sheet, footnotes and references) with 10 or 12 point font and one inch margins. Shorter papers are not recommended. At a minimum, your analysis should include the following components:

       a. An executive summary (1 paragraph)
       b. Aims of the program or policy and problems identified from your research (1 page max)
       c. Organizational analysis /organizational sources of the problems (including clear, in depth application of course tool(s) and material of your choosing
       d. Proposed organizational solution(s) for addressing these problems (avoid the more money / more people argument), grounded in course material
       e. Anticipated obstacles and facilitating factors in gaining approval and successful implementation of your proposal

The best presentations tend to be rehearsed and focused. Powerpoint is optional as are handouts. The ultimate recommendation(s) should follow the analysis of the issue and not precede it. They should also address the underlying issue(s) contained in the diagnosis. The organizational diagnosis is key - it should be well-articulated and defended.

Proposal due Feb 9.
Presentations begin Apr 12.
Papers due May 3.

**<u>Class Schedule</u>**

**Jan 19** - **Policy Analysis - Organizational Analysis; Married and Sharing a Hyphenated Last Name**
      **Radin** – Chapter 4
      **Rosenbloom, D.** 1983. "Public Administrative Theory and the Separation of Powers."
      *Public Administration Review* 43: 219-27.
      **Lundin, Martin.** 2007. "Explaining Cooperation: How Resource Interdependence, Goal Congruence, and Trust Affect Joint Actions in Policy Implementation." *Journal of Public Administration Research and Theory* 17(4): 651.

**Jan 26** – **The Problem of Understanding Organizations; Structure and Theory**
      **Morgan** – Chapter 1
      **Radin** – Chapter 3

**Gulick, Luther.** 1978, "Notes on the Theory of Organization" in *Classics of Public Administration 4*$^{th}$ *ed.* Ed. Jay M. Shafritz and Albert C. Hyde. Harcourt Brace. New York.

**Yahoo Memo:** The 'Peanut Butter Manifesto' –
available at: http://online.wsj.com/public/article/SB116379821933826657-
0mbjXoHnQwDMFH_PVeb_jqe3Chk_20061125.html?mod=blog

**Feb 2 - When Bureaucracy Gets Complicated - Multi-Organizational Settings**
**Henry Mintzberg**. 1996. "Managing Government, Governing Management." *Harvard Business Review* 74(3): 75-83.
**Robert Agranoff and Michael McGuire**. 2001. "American Federalism and the Search for Models of Management." *Public Administration Review* 61(6): 671-681.
**Adler, P. S. and B. Borys.** 1996. "Two Types of Bureaucracy: Enabling and Coercive." *Administrative Science Quarterly* 41(1): 61.

**Feb 9 - Nuts, Bolts, and Machine Oil; Mechanical Images of Organization**
**Morgan** - Chapter 2
**Roth, W. and Gerhard Sonnert.** 2011. "The Costs and Benefits of 'Red Tape': Anti-Bureaucratic Structure and Gender Inequity in a Science Research Organization." *Social Studies of Science* 41: 385.
**O'Connell, V.** 2008. "Stores Count Seconds to Trim Labor Costs." <u>*Wall Street Journal*</u>. New York.

Case Analysis: A Visit to McDonald's (BB)
Class Exercise: American Football: A Case of Mechanistic Organization?

**Feb 16 – Organismic Perspectives on Organizations**
**Morgan -** Chapter 3
**Follett, Mary Parker.** 1926. "The Giving of Orders.*"*
**Maslow, Abraham H.** 1943 "A Theory of Human Motivation." *Psychological Review* 50.
**Mc Gregor, Douglas.** 1957 "The Human Side of Enterprise." *Management Review.* November 1957.

Class Exercise: The Contingency Approach – Analyzing Relations between Organization and Environment
Film: Groupthink

**Feb 23 - Organizations as Interests, Conflict, and Power – Part 1**
**Morgan** – Chapter 6
**Perrewe, P., G. Ferris, D. Frank, and W. Anthony**, 2000. "Political Skills: An Antidote for Workplace Stressors." *Academy of Management Executive* 14(3): 115–123.
**Pfeffer, Jeffrey.** 2011 "Leadership: Human Resources (A Special Report) --- Don't Dismiss Office Politics Teach It." *Wall Street Journal.* New York. October 24; R.6.
**Murphy, J.** 2008. "Toyota Eyes India Market, Builds School to Get Edge." *Wall Street Journal*. New York.

Class Exercise: The University as a Political System (Handout)
Podcast - Mr Daisy and the Apple Factory. *This American Life.* Jan 2012.

**Mar 1 - Midterm Exam**

**Mar 8 – Organizations as Socially Constructed Realities, Dominations, Cultures, Psychic Prisons, and Other Really Bad Things – Part 1**
**Morgan** - Chapter 5
**Cady, Steven H, et al…** 2011 "Mission, Vision, and Values: What Do They Say?" *Organization Development Journal* (29)1:63.

Class Exercise:  Understanding the Culture of Your Organization
Film:  The Smartest Guys in the Room

**Mar 22 - Organizations as Socially Constructed Realities, Dominations, Cultures, Psychic Prisons, and Other Really Bad Things – Part 2**
**Morgan** – Chapters 7, 9
**Shane, Jon M**. 2010. "Organizational Stressors and Police Performance." *Journal of Criminal Justice* 38:p807–818.

**Mar 29 - "Changes Aren't Permanent, But Change Is"** *Neal Peart*
**Morgan -** Chapter 8
**Radin -** Chapters 1 and 2
**Light, P.** 2006. "The Tides of Reform Revisited: Patterns in Making Government Work, 1945-2002." *Public Administration Review* 66(1): 6-19.
**Taylor, Mark**. 2011. "Why University Presidents Refuse Reform." On Leadership.  *Washington Post.*  Oct 31.

> Optional:
> **Adler, P. and Cole, R.** 1993. "Designed for Learning: A Tale of Two Auto Plants," *Sloan Management Review*. Spring.
> **Backer, T.** 1997. "Managing the Human Side of Change in VA's Transformation."  *Journal of Healthcare Management* 42(3) :433-459.
> **Marksberry, Phillip.** 2011. "The Toyota Way – A Quantitative Approach." *International Journal of Lean Six Sigma* 2(2): 132-150.

Podcast - NUMMI*. This American Life.*  Jan 2010

**Apr 5 -  Policy Implementation and Innovation – Making it Happen**
**Morgan** – Chapter 4
**Piotrowski, Suzanne J and Ansah, Esi**. 2010. "Organizational Assessment Tools: Report Cards and Scorecards of the Federal Agencies." *Public Administration Quarterly*. 34(1):p109-142.
**Coe, Barbara A.** 1997. "How Structural Conflicts Stymie Reinvention" *Public Administration Review*. 57(2); p168.
**Sprogoe, J. and Bente Elkjaer.** 2010. "Induction – Organizational Renewal and the Maintenance of Status Quo." *Society and Business Review* 5(2): 130-143.
**Sung, Sun Young, et al.**  2011. "Who Initiates and Who Implements? A Multi-stage, Multi-agent Model of Organizational Innovation."  *Journal of Management & Organization* 17: 344–363.

Class Exercise:  Termites

**Apr 12 -  Policy Implementation and Integration– The Morgan Factor**

> **Morgan** – Chapters 10, 11
> **Ingram, H. and Anne Schneider**. 1990. "Improving Implementation through Framing Smarter Statutes." *Journal of Public Policy* 10(1): 67-88.
> **Wright, D.** 2003. "Federalism and Intergovernmental Relations: Traumas, Tensions and Trends." *Spectrum* 76(3):p10.

> Class Presentations

**Apr 19 -  Assessing the Future**

> **Balla, Steven J**. 2008 Book Review "Institutionalizing Congress and the Presidency: The U.S. Bureau of Efficiency, 1916-1933." *Presidential Studies Quarterly*. Mar; 38, 1; p 190.
> **Moynihan, D. and Patricia Ingraham**. 2003. "Looking for a Silver Lining: When Performance Based Accountability Systems Work." *JPART* 13(4):p469-490.
> **Mehri, D**. 2006. "The Darker Side of Lean:  An Insider's Perspective on the Realities of the Toyota Production System." *Academy of Management Perspectives*. p21-42.

> Class Presentations

**Apr 26 – Course Wrap-up**

> **O'Connor, Erin O'Hara.** 2011. "Organizational Apologies: BP as a Case Study." Vanderbilt Law Review. 64(6):p1957.
> **Ivanov, Sergey**. 2011. "Why Organizations Fail: A Conversation About American Competitiveness." *The International Journal of Organizational Innovation* 4(1).

> Class Presentations