

School of Public Administration
University of New Mexico
PADM 521: Institutional Development and Behavior
Fall Semester 2013

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Course Description

This course is designed to engage participants in thoughtful consideration and discussion of important questions concerning public and nonprofit institutions (organizations) and their development. The course begins with a survey of the history of organizational studies, including public and private for- and non-profit organizations, and consideration of their comparability. We will also read about and discuss such important themes in organizational theory as the environments in which public organizations operate, their performance, decision-making, organizational structure, culture, and leadership. You will apply your analytic skills through case studies of challenges facing public and non-profit organizations. We will use large and small group discussions, exercises and role-plays to connect theory and practice.

The success of this course relies heavily upon how engaged participants are in the various components of the course. The role of the instructor is to facilitate and guide learning through class discussions, activities, assignments and feedback. The course favors an active role for participants over the more passive role taken in a lecture-oriented format. Be prepared to engage the course material and each other, to draw on assigned readings and your experiences working and interacting with public organizations and policy. We will work from the premise that all participants bring important knowledge, skills, experiences and insights to the course that we can draw upon to create a successful collaborative learning experience.

The following MPA core learning outcomes will be addressed in this course. Students will:

- Demonstrate knowledge of organizational behavior
- Demonstrate knowledge of strategic planning and strategic management
- Demonstrate knowledge of information and network management
- Demonstrate the ability to identify organizational challenges
- Appropriately and effectively apply management theory and organizational analysis
- Demonstrate a nuanced understanding of managing diversity in the global environment

Course Requirements, Grading and Readings

Class participation, attendance & cases

Participation & attendance

This course relies heavily on the participation of those involved. The instructor will give presentations, but learning occurs primarily through active engagement with material, including discussion of concepts, evaluation and analysis of materials, and application in cooperation with your colleagues. For this reason, your attendance and active participation is expected at all class sessions. Each class session will begin promptly at 7 PM and you are expected to be ready to engage fully in the course at that time.

In order to encourage full participation and reward those that make strong contributions to the quality of the learning environment in the course, class participation forms a substantial portion of the grade (25%). A grade of “A” on class participation may be earned by attending all class sessions in their entirety and consistently contributing to class discussions and activities in a way that demonstrates thoughtful consideration of the readings. Participation grades will be negatively affected by missing more than one class session, being disengaged during class, returning late from breaks, coming to class late or without having prepared course readings (read and considered). Please notify the instructor of medical or family emergencies in a timely fashion so that these will not adversely affect the participation and attendance grade. It is your responsibility to communicate with the instructor about these matters.

**Please note that class participation involves active engagement with course material as described above, as well as respect and consideration for the opinions of other members of the class.

Cases

We will be using the case method to further the learning objectives of this course as outlined in the course description section above. Cases describe situations that public managers and policymakers face in the real world. The case approach provides us with opportunities to discuss practical public management issues and challenges as they relate to session topics. Our objective is to uncover deeper management principles through practical application of our analytic skills. We will be using this approach to provide yet another kind of learning experience, another avenue to analyze course materials and draw lessons for practice.

Case readings are required. It is vital that you follow these steps:

1. Read cases carefully
2. Identify the central actors (individuals and agencies) and issues raised
 - a. Ask who, what, when, where, why and how about the case
3. Consider the significance of the cases. Ask yourself:
 - a. What is the central dilemma or problem in the case?

- b. Considering what you know about organizational theory, how could (and should) the dilemma be resolved?
- c. Why are we reading this case?
- d. What does it mean for public managers and policymakers?

Do these before each class meeting so that you will be able to participate fully in the analysis we do during class and take something away from the experience. Speak up with your observations and insights to the case. Engagement in case analysis counts toward participation grades.

Assignments

Reading reflection

This assignment is designed to provide structure and discipline to your interactions with readings assigned during the course, as well as opportunities to learn from and interact with your colleagues. For many, this course will mark re-entry to the academic world. Your mind will want to wander while you are preparing for class meetings. You will get more out of the process by taking notes while reading and by reflecting on the core message(s) of each reading afterward. You will also be better prepared to contribute to class discussions through clarifying and probing questions and sharing your interpretation of readings.

Prepare 2-3 paragraphs considering issues, factors and/or questions raised by 1-2 of the assigned readings for **6 of the 8 weeks a reflection is assigned** (see weekly assignments later in the syllabus for dates and topics). You should give careful attention to all of the readings, but this assignment only requires you to address 1-2 readings (or themes in required textbook chapters). **Reflect on major themes of the readings, note points that you do not understand, and consider what the reading means for public managers and/or policymakers.** Post your reflection to the corresponding UNM Learn discussion string by midnight the Tuesday before the class meeting for which it was assigned. Reflection posts will earn full credit, no credit or partial credit depending upon the extent to which requirements are met. *You are encouraged but not required to further online discussion by commenting upon your colleague's postings.*

Annotated bibliography: a group assignment

The primary purposes of this assignment are: to offer students an opportunity to develop their knowledge of networks with respect to important themes in the public administration literature and to consider the application of this work to public and/or nonprofit organizations. This project requires you to work as a group to develop an annotated bibliography on one of the following themes in the network literature (see Isett et al. 2011, Week 4 readings):

- Network performance / service delivery networks
- Network governance

Your annotated bibliography will summarize literature on the selected network theme and address implications for public and/or non-profit managers.

Groups will be assigned in Week 4 of the semester.

Step 1

Decide which network theme your group wishes to explore.

Step 2

Conduct an initial search of the public administration literature (see the list of pre-approved journals at UNM Learn) to identify scholarship (theory-based and studies) that speaks directly to the theme selected. Works selected should have been published since 2000. If you are not familiar with how to search using library tools, please consult a librarian. Consult with the instructor on more substantive matters concerning types of articles selected and how to write about them.

Strategize with your group members to develop a logical approach to the assignment. You should organize the annotated bibliography thematically. For example, one member might focus on definitions, another on theory, another on empirical research in the US, Europe or a low-income country, etc.

Step 3

Produce the annotated bibliography summarizing 3 articles per group member. Components of the bibliography are to be as follows:

1. Write an introduction describing the purpose and contents of the paper (guideline: 1-2 paragraphs).
2. Each summary should begin with full reference information for the article being summarized *in APA format*. Each article should be summarized in 1 paragraph, taking no more than half a page single-spaced.
3. Each group member should contribute to writing the summaries. Each member should prepare a summary of 3 published articles (note the author of each summary at the end of each reference). Each summary (1 for each article) should address main points/findings/conclusions, how those points were formed (based upon what information), any bias or concerns about the study or its conclusions, and what it contributes to our knowledge about the theme.
4. Write a conclusion that summarizes implications of the set of articles summarized in your bibliography for public and/or non-profit managers. Be specific. For example, if I'm a senior administrative officer for an emergency management unit at the state health department, how can your review of the network literature

inform my work (help me to do a better job)? (guideline: up to 1 page single-spaced)

You may find the Purdue OWL website helpful for understanding what an annotated bibliography is and for getting started with APA reference style (<http://owl.english.purdue.edu/owl/resource/614/01/>).

However, follow the instructions provided in this syllabus as these form the basis for evaluation of the assignment. The assignment will be evaluated on the extent to which requirements as described above are fulfilled and clear writing. Use 1” margins, 12 point Times New Roman font. **This assignment is due by 9 AM on Monday, October 21st, via UNM Learn.**

Each group member should also send 1-2 paragraphs or a series of bullet points concerning the contributions of each group member (yourself included) to the instructor via UNM Learn messages (internal) by 9 AM on Monday, October 21st. Address contributions of each group member in terms of researching, conducting the analysis and writing the paper. This feedback will be considered in evaluation of the assignment and participation grades for the course.

Research paper

The purpose of this assignment is to strengthen connections between students of public organizations, scholarly research and the professional practice of public and non-profit management with respect to strategic and diversity management. This assignment requires you to investigate the themes of strategic and diversity management through analysis of relevant scholarly research and application to an actual public or non-profit organization. You are encouraged to consult with the instructor about the development and execution of your project.

Use the following outline to guide your work on the project:

1. Develop a brief literature review based upon assigned course readings and 3-4 additional articles on each topic (strategic and diversity management as two separate subjects for a total of 6-8 articles outside assigned course readings)
 - a. Use theoretical and/or research articles from scholarly journals in public and non-profit management that have been published since 2000. The instructor will provide a list of accepted journals for your investigation (see UNM Learn). You may also use books or book chapters – check with the instructor for approval of these materials.
 - b. For each topic:
 - i. Select a set of articles that addresses the topic in a coherent way (readings should speak to each other, not be a random assortment)
 - ii. Develop a definition of the term

- iii. Identify and describe a theory, framework or set of factors that scholars/research suggest are important to public or non-profit organizational performance
 - iv. Develop a set of 4-5 interview questions (8-10 total) informed by your literature review to ask a mid-level or senior manager of a public or non-profit organization. This list should be included as an appendix to your paper.
- 2. Request an interview with a mid-level or senior manager of a public or nonprofit organization that can provide you with insights to how strategic and diversity management play out in their organization (or unit/department if a larger organization). Relatives are not eligible.
 - a. Explain that you are a graduate student studying public administration at UNM and are trying to learn more about strategic and diversity management in the context of this course. Request about one hour of their time to learn more about the issue.
 - b. Explain the purpose of the interview and how the information will be used (e.g. for a paper and class presentation, not to be shared outside class).
 - c. Offer to share your analysis with the manager.
 - d. Tip: You may want to select an organization that you would consider as a future employer
 - e. Be professional throughout the course of arranging, conducting and following up on the interview. You are representing yourself, SPA and UNM throughout this project. Be on time and prepared for the interview. Make yourself and the university proud.
- 3. Conduct an interview with a manager that consents
 - a. Gather as much information about the organization as possible before the interview, including information about its mission, history, size, structure, budget, programs and departments, relationships to other organizations, and other potentially relevant data. Read any recent reports or news articles that you can find. Fill in any blanks during the interview.
 - b. Use the literature that you have studied to guide the questions you ask in the interview. Ask for examples of how things work with respect to strategic and diversity management.
 - c. Ask the leader to identify a challenge the organization has faced related to each topic. How did the organization handle it?
 - d. At the end, ask what else is relevant to understanding strategic and diversity management that you have not asked about or that they feel is important.
- 4. Write the research paper
 - a. Papers should be 10-12 pages in length, excluding title page, references, and contact information for the interviewee. Papers should be double-spaced and in 12 point Times New Roman font with 1" margins. Include full and proper references according to APA style.
 - b. Papers should include the following sections (number of pages included for guidance on proportion of writing to devote to each topic in the paper):
 - i. Title page
 - ii. Introduction (approximately 1 to 1 ½ pages)

1. Introduce the topic(s)
2. What is the context for your study (organization)?
3. Why are the topics important, especially for public managers?
- iii. Theoretical discussion of topics (often called a literature review, 4 pages)
 1. Divide into two sections (strategic management and diversity management)
 2. Define terms
 3. What do the authors suggest is important about each topic, including important factors affecting it?
 4. What are the causal relationships they identify?
 5. Are there conflicting findings?
 6. Is there anything you think is important about strategic and diversity management that is not covered by these studies?
- iv. Methodology (1 page)
 1. This is a single case study of strategic and diversity management in the context of “x” organization based on an interview with....
 2. Describe the organizational context, including mission, history and any relevant organizational characteristics.
 3. Introduce the manager you interviewed.
 4. Note the limitations of your study. It is a small study, so we can learn some things from it, but what we learn will not apply to all organizations, acknowledge this.
- v. Findings (3-4 pages)
 1. This is where you report on what you learned from the interview and any documents you analyzed.
 2. This section is strictly to report on the information you collected about strategic and diversity management in the organization studied, not to interpret or judge that information.
- vi. Discussion and conclusion (approximately 3 pages)
 1. Discuss how the research you consulted helps you to understand strategic and diversity management in the context of the organization you studied. If the literature is contradictory to or missing something you discovered in the case, write about that and why you think it is so.
 2. Comment on the usefulness of the theoretical concepts identified in the literature. How useful or valuable were they based on your experience trying to apply them to the organization you studied?
 3. Based on your research on the topic, what recommendations can you make for handling challenges identified by the leader?
 4. What can you conclude for public (or non-profit) management based on what you learned in this project?
 - a. Your conclusions will be limited because your study is based on one interview and organization, but you should be able to say something about its meaning.
- vii. References in APA style
- viii. Appendix with interview questions

- ix. Appendix with complete contact information for the individual interviewed, including their name, position, organization, mailing and email addresses, and phone number.
- c. Proofread your paper. Have a colleague from the MPA program or friends proofread your paper and offer feedback. Double-check to make sure that you have met all of the requirements and followed all of the guidelines for the paper. In addition to the content of the paper (following the guidelines above), clear writing and proper citation will be considered in evaluation of the assignment.

Research papers are due by 9 AM on Monday, December 2nd via UNM Learn.

Presentation

Students will present their research papers on strategic and diversity management near the end of the semester. You will be required to prepare PowerPoint (or PDF) slides to support your presentation. There will be a brief question and answer period following the presentations. The instructor will provide more details on the format and procedures (including turning in slides) in the weeks leading up to the presentations.

Presentations will be evaluated on the following bases: organization of presentation; knowledge of subject matter; style (verbal and nonverbal cues, eye contact); clarity and relevance of slide content (including grammar); appropriate use of graphics; and time management.

Academic Integrity

All students are expected to maintain the highest standards of academic integrity throughout the course. Academic dishonesty, as outlined in the University of New Mexico's Student Code of Conduct, includes:

“2.4. Academic dishonesty, including, but not limited to, dishonesty in quizzes, tests, or assignments; claiming credit for work not done or done by others; hindering the academic work of other students; misrepresenting academic or professional qualifications within or without the University; and nondisclosure or misrepresentation in filling out applications or other University records” (see the Dean of Students Office website

<http://pathfinder.unm.edu/campus-policies/student-code-of-conduct.html#studentcode>

Accessed 1/4/2012).

Plagiarism—intentional or not—is unacceptable. Any words or ideas based on others' work should be fully credited. Any work submitted should be your own. The instructor will take action on incidents of academic dishonesty as allowed under the University of New Mexico's Student Code of Conduct. Please contact the instructor with any questions that may arise throughout the semester about what constitutes academic dishonesty.

Grading

Class attendance and participation	25%
Reading reflections	20%
Annotated bibliography (group assignment)	25%
Research paper	25%
Presentation	5%
Total	100%

Assignments will be penalized half a grade for each day they are late. For example, one day late reduces from A to A-; two days late from A- to B+; and so on. Penalties will not be applied in cases of medical and family emergencies, but cases of poor planning will not be excused.

Students with special needs

Please communicate with the instructor about how she can assist in assuring your rights to equal educational opportunities and reasonable accommodations to facilitate your success in this course. UNM's policy 2310 "Academic adjustments for students with disabilities" can be found at: <http://www.unm.edu/~ubppm/ubppmanual/2310.htm> (Accessed 1/4/2012).

Readings

Required textbooks

Hal G. Rainey (2009) *Understanding and Managing Public Organizations, 4th Edition*

Norma M. Riccucci (1995) *Unsung Heroes: Federal Execucrats Making a Difference*

The required books may be purchased at the university bookstore. You may order the textbook (Rainey) online, but doing so is not an excuse for lack of preparation for class. This book is used heavily in the first weeks and throughout the course. Please do not purchase an older edition of this book. It has undergone substantial revision.

You may want to shop around for the Riccucci book online for the best value. You may use any edition. Our discussion concerning this book will occur about halfway into the semester.

Other required readings

Other required readings, including articles, chapters and cases, are posted through UNM library e-Reserves as PDF files for you to access at your convenience with the password: **orgtheory**. The readings are listed alphabetically by author last name or case title in the folder for cases. Please do not leave this to the last minute, as technical glitches are not an

excuse for being unprepared to discuss readings and participate in case activities during class.

Access course e-Reserves webpage:
<http://ereserves.unm.edu/eres/default.aspx>

**Please note that you should have access to all reading materials during the course meeting for which they are assigned. In other words, you need to print them out or have them available in electronic form during class unless instructed otherwise.

**Reading tip

Make a habit of noting key points and questions about assigned readings and bringing them with you to class for discussion. This will not be formally graded, but it is likely to affect the quality of your participation during class, your performance on assignments and what you take away from the course.

Class Meeting Schedule

Week	Theme
1 (Aug. 22)	Course introduction Readings <ul style="list-style-type: none"> ○ Rainey, Chapter 1
2 (Aug. 29)	History and context for studying public organizations Readings <ul style="list-style-type: none"> ○ Rainey, Chapters 2 & 3 Assignment due <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
3 (Sept. 5)	Organizational environments: Politics, power & policy Readings <ul style="list-style-type: none"> ○ Rainey, Chapters 4 & 5 (stop at p. 130 The Public Policy Process) ○ Ralph S. Brower & Mitchel Y. Abolafia (1997) “Bureaucratic politics: the view from below” in <i>JPART</i> 7(2): 305-331. Prepare case <ul style="list-style-type: none"> ○ A rift threatens the industrial site clean-up purchase program, Electronic Hallway Assignment due <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion

<p>4</p> <p>(Sept. 12)</p>	<p>Organizational structures & an eye to networks</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Rainey, Chapter 8 (pp. 201-32) ○ Isett et al. (2011) “Networks in public administration scholarship: Understanding where we are and where we need to go” in <i>JPART</i> 21:i157-i173 ○ O’Leary & Vij (2012). “Collaborative public management: Where have we been and where are we going?” in <i>The American Review of Public Administration</i> 425: 507-22 <p>In class</p> <ul style="list-style-type: none"> ○ Review annotated bibliography assignment and get groups <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>5</p> <p>(Sept. 19)</p>	<p>Group work week</p> <ul style="list-style-type: none"> ○ There will be no formal class meeting, but you are to work on your group projects and to consult with the instructor as needed. Please inform the instructor by Monday 9/16 if you would like to use the ITV system to facilitate your group meeting.
<p>6</p> <p>(Sept. 26)</p>	<p>Strategic management & the public sector</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Rainey, Chapters 6 & 7 ○ Mark Moore (2000). “Managing for value: Organization strategy in for-profit, nonprofit, and governmental organizations” in <i>Nonprofit & Voluntary Sector Quarterly</i> 29: 183-204. ○ Meier, O’Toole, Boyne & Walker (2007) “Strategic management and the performance of public organizations: testing venerable ideas against recent theories” in <i>JPART</i> 17: 357-77. <p>Prepare case</p> <ul style="list-style-type: none"> ○ Babcock Place, Electronic Hallway (1 page) <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>7</p> <p>Oct. 3</p>	<p>Managing diversity in the public sector</p> <p>Readings</p> <ul style="list-style-type: none"> • Norma M. Riccucci (2005) “The pursuit of social equity in the federal government: a road less traveled?” in <i>PAR</i> May/June 2009: 373-382. • Dominic A. Bearfield (2009) “Equity at the intersection: public administration and the study of gender” in <i>PAR</i> May/June 2009: 383-386. • Erica Gabrielle Foldy (2004) “Learning from diversity: a theoretical

	<p>exploration” in <i>PAR</i> 64(5): 529-538.</p> <ul style="list-style-type: none"> • David Pitts (2009) “Diversity management, job satisfaction, and performance: evidence from U.S. federal agencies” in <i>PAR</i> March/April 2009: 328-338. <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>8 (Oct. 10)</p>	<p>University-wide fall break – schedule individual meetings</p> <ul style="list-style-type: none"> • Classes are not scheduled on Thursday & Friday this week • Schedule an individual meeting with the instructor during Week 8 or 9 to discuss research & group projects. Bring an outline or draft of your literature review to this meeting, the questions you plan to ask in the interview and any questions you have about the assignment. Phone meetings will be scheduled as needed. Dr. Smith’s graduate assistant will schedule meetings. • You are expected to work on your group & individual assignments during this week and next.
<p>9 (Oct. 17)</p>	<p>Individual meetings continued</p> <ul style="list-style-type: none"> ○ See Week 8 <p>Assignment due</p> <ul style="list-style-type: none"> ○ Annotated bibliography <i>and</i> review of group member contributions due by 9 AM on Monday, October 21st, via UNM Learn
<p>10 (Oct. 24)</p>	<p>Managing change & organizational innovation</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Rainey, Chapter 13 (read pp. 383-98 & pp. 405-18) ○ Sergio Fernandez & Hal G. Rainey (2006) “Managing successful organizational change in the public sector” in <i>PAR</i> March/April 2006: 168-176. ○ Hal G. Rainey & James Thompson (2006) “Leadership and the transformation of a major institution: Charles Rossotti and the Internal Revenue Service” in <i>PAR</i> July/August 2006: 596-604. <p>Prepare case</p> <ul style="list-style-type: none"> ○ 2V/ACT: planning for change and determining relevance, Electronic Hallway (main case content is 10 pages, then look over exhibits) <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn

<p>11</p> <p>Oct. 31</p>	<p>Leadership in the public sector</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Norma Riccucci (1995) <i>Unsung Heroes: Federal Execucrats Making a Difference</i> (required text for course) ○ Read chapters 1 and 8 ○ Read 3 or more of the 6 leadership profile chapters that most interest you and be prepared to discuss them extensively at the class meeting <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>12</p> <p>(Nov. 7)</p>	<p>Organizational culture & leadership</p> <p>Readings</p> <ul style="list-style-type: none"> ○ Rainey, Chapter 11 (pp. 314-42) ○ Irene Lurie & Norma Riccucci (2003) “Changing the ‘culture’ of welfare offices: from vision to the front lines” in <i>Administration & Society</i> 34: 653-677. <p>Assignment due</p> <ul style="list-style-type: none"> ○ Reading reflection to be posted to UNM Learn discussion
<p>13</p> <p>(Nov. 14)</p>	<p>Present research on strategic & diversity management</p>
<p>14</p> <p>(Nov. 21)</p>	<p>Present research on strategic & diversity management</p>
<p>15</p> <p>(Nov. 28)</p>	<p>Thanksgiving break</p> <ul style="list-style-type: none"> ○ No class meeting ○ Office hours by appointment (Mon.-Wed.) <p>Assignment due</p> <ul style="list-style-type: none"> ○ Research paper due by 9 AM on Monday, December 2nd via UNM Learn
<p>16</p> <p>(Dec. 5)</p>	<p>Course overview / Wrap-up</p> <ul style="list-style-type: none"> • No readings assigned • Complete research presentations, if needed
<p>17</p> <p>Finals Week</p> <p>(Dec. 9-14)</p>	<p>There is no final exam for this course. Enjoy the break.</p>