PADM 521 Institutional Development and Behavior

Spring 2021

Instructor: Iseul Choi, Ph.D.
Class meeting: Wednesday 4:00 PM to 6:30 PM (Zoom)
Email: iseulchoi@unm.edu
Office hours: Monday 4:00 PM – 6:00 PM or by appointment (Zoom)
Office phone: TBA

Course Description

This course is designed to engage participants in thoughtful consideration and discussion of important questions concerning public and non-profit organizations and their management. The course begins with a survey of the history of organizational studies, including public and private and nonprofit organizations and their comparability. We will cover important themes in organizational theory and behavior focused on the environments in which organizations operate, their performance, decision making, structure, leadership and motivation. We will also explore the recent rise in collaborative governance. You will apply your analytical skills through case studies of challenges facing public and nonprofit organizations. You will also write case memos to display a critical analysis of the main issues of the case. We will have large and small group discussion, and student presentations 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. Be prepared to engage the course material with each other and to draw on the readings and your own experiences working and interacting with public and nonprofit organizations and policy.

Learning Goals

- Students will gain a basic understanding of prominent organizational theories and organizational behavior.
- Students will demonstrate understanding of major current and past debates, research findings, and analytical methodologies in organizational studies.
- Students will demonstrate critical thinking skills. They will retrieve and examine the public administration literature and evaluate evidence for and against hypotheses, identify knowledge gaps, strengths and weaknesses in existing literature, synthesize knowledge, and develop conclusions.
- Students will communicate in clear written language: a real-world problem, relevant scholarly studies and practical applications, a policy-analytic method to investigate the problem, and client-oriented advice to mitigate the problem.

Textbooks

Rainey, Hal. (2014). Understanding and Managing Public Organizations, 5th Edition

The required book may be purchased at the University Bookstore or online.

Other supporting course materials, including readings and handouts, will be posted on the University of New Mexico (UNM) Learn site for the course or accessible through UNM Libraries.

Course Requirements

Students will need to fulfill the following requirements:
1. Complete all reading assignments. Come to class with questions/comments to ask of the instructor and fellow students. Class sessions will not summarize the reading but rather will provide the larger systemic context, integrate the materials and explore the implications of the readings. Expect to be called on and ask to talk about the readings.
2. Participate in class discussion. This means actively engaging in discussions of the reading and the cases. For all classes, student participation will be a major component. In particular, any class with a case study assigned will focus on student debate of the case Read cases and be prepared to talk about them. To participate, you will need to be in class, so please do not schedule any events during class time, and let me know in advance if you cannot attend.
3. Complete graded requirements on time. Case memos must be submitted by the **beginning** of the class on the day the case is assigned in the syllabus.

Grading and Assignments

Grading Policies
- 98-100 A+
- 94-97 A
- 90-93 A-
- 86-89 B+
- 81-85 B
- 76-80 B-
- 71-75 C+
- 66-70 C
- 61-65 C-
- 56-60 D+
- 51-55 D
- <=50 F

Late assignments will not be graded. Penalties will not be applied in cases of medical and family emergencies, but cases of poor planning will not be excused.

PADM 521: Institutional Development and Behavior

Your maximum score for the entire course is 100 points. These points may be earned as follows:
- Participation and attendance 15%
- Discussion leader and article presentation 20%
- Case memos 30% - 3x10%
- Final project 35%

Participation and attendance (15%)
Complete all reading assignments. Come to class with questions/comments to ask of the instructor and fellow students. Class sessions will not summarize the reading but rather will provide the larger systemic context, integrate the materials and explore the implications of the readings. Expect to be called on and asked to talk about the readings.

Participate in class discussion. This means actively engaging in discussions of the reading and the cases. For all classes, student participation will be a major component. In particular, any class with a case study assigned will focus on student debate of the case. Read cases and be prepared to talk about them. To participate, you will need to be in class, so please do not schedule any events during class time, and let me know in advance if you cannot attend. You will be asked to turn on the camera during the Zoom session.

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. Full credit for class participation may be earned by attending all class sessions in their entirety, interacting constructively and politely with classmates, and consistently contributing to class discussions, online discussions and other activities in a way that demonstrates thoughtful consideration of the readings and assignments, particularly by offering interpretation and analysis. Participation grades will be negatively affected by missing more than one class session, interacting negatively or impolitely with classmates, being disengaged during class, returning late from breaks, lacking participation in discussions, coming to class late or without having read and considered course readings.

Discussion leader and article presentation (20%)
To facilitate discussion and learning, students will sign up to be discussion leaders. Students are asked to choose the article that will be presented (or sign up by lottery) on the first day of class. You should plan to work on this project for at least a couple of weeks before the scheduled presentation.

The discussion leader will be responsible for completing an assigned reading, and presenting this to the class. The presentation should be between 5-10 minutes, and anticipate another 5 minutes for questions and discussion. If you go over your allotted time, you will be cut off.

In presenting the reading, identify what you think the core point(s) is, and how you think it relates to the topic of the class, and how it might be presented. This sort of discussion will move you beyond a straightforward summary of the topic. As a general matter, focus on the overall content and conclusions within the articles instead of the critiquing the specific methodologies employed.

Assume your classmates do have little knowledge of the topic; thus, it is your job to provide the key points from the assigned readings to facilitate the class discussion. You have the option of using PowerPoint, but think seriously about whether it is the best medium to convey your essential point. If you use PowerPoint, no more than 5 slides, and email to the Professor at least an hour beforehand.

The discussion leader should also create a one to two-page summary (single-spaced, 12 pt. Times New Roman font, 1 inch margins) each of the assigned supplementary readings, which you and your classmates will use as a reference. Consistent with the electronic nature of distribution, please email to the class at least 24 hours before class. Make sure to include the full reference for the article on the memo.

One tip on writing style for the summary: resist the temptation to rely on bullet points as a means of summary. It's a lazy approach that leads to a type of shorthand writing that can be opaque. As with all of your written work, utilize fully developed sentences that form coherent paragraphs.

Ensure that you relate the reading to the topic of the day. (If you are having trouble finding these connections, come and talk to me). To stimulate discussion you may, for instance, use a set of discussion questions, group work, or a class activity that complements the readings. I encourage you to be energetic and to be engaged with the materials. Creativity is encouraged.

Case memos (30%)
There will be a handful of case studies scattered throughout the class and you will be asked to choose three case studies and submit case memos. The goal of the case studies is to improve your ability to think about a complex scenario, and write a short and concise analysis of this situation–no more than 1 page, single spaced, 12 point font, 1 inch margins. The memos should display a critical analysis of the main issues of the case, not a summary. You can assume that I know the basic details of the case.

A typical teaching case tells a story (that is, something happened, then something else happened, then something else happened, and so on) about a problem or issue facing a public manager or government. A good way to get to the heart of a case is to try and summarize the story in case in one sentence. You may be asked for such summaries during case discussions.

A quality of a good teaching case is that there is no obvious right answer. Rather, there are many possible answers (managerial decisions, or policy solutions), each of which has advantages and disadvantages and about which reasonable people may disagree. You will be asked to make a good argument for the answer that you believe is the best one. You must take account of the pros and cons of the approach you are recommending, supporting your answer with evidence from the case and theoretical insights from the readings. Good arguments usually require a close and insightful reading of the case.

Grading the Cases
My way of scoring the memos is that everyone starts with a maximum score, and I mark down where I observe a serious problem. The overall criterion is whether you make a strong and clear

argument. A strong argument requires the use of evidence where possible, including theory and evidence from course readings, logical claims that are persuasively presented, an ability to meet counter-claims. More specifically, here are the major items I look for:

- Does it cover the major points? Or is there some major aspect of the case you overlooked? In practice, this means that you should deal with the central issue of the case, and when making a recommendation, demonstrate awareness of arguments against your point of view.

- Is there a significant flaw in the logic of your argument? If I think the flaw is so bad as to lead you to offer bad advice, the penalty is doubled.

- If you present the right conclusions, but do not support them with the level of analysis or detail to be really persuasive.

Any of the above failings will usually see you lose a point or more on a memo. Style, and basic errors will be included as considerations if you are on the borderline between a grade, unless they actually weaken your ability to deliver a coherent memo, in which case they will be counted for more. If you failed to fundamentally understand or answer the assignment question you are looking at a possible fail.

In drawing on materials to use you should look for support from the readings assigned for that topic, and other readings in the course. If you wish to look on the web for additional resources and arguments, by all means do so, but always cite any external source for quotation, fact, idea, etc.

Final Project (35%)

Paper (25 %): For your final project, you will be asked to write and present a final paper as a group. You will be asked to choose the one of the following theoretical frameworks and topics covered in class: organizational culture, motivation, leadership, and performance.

You may have two options:

1) You may write a research paper. This is a more academic, research-oriented option. If you choose this option, the paper should include the following parts:
   i) Introduction- what is your research question and why it is important to be asked
   ii) Literature review- theoretical arguments from the previous studies relevant to the topic
   iii) Critical review of the quality of empirical evidence on previous studies- do you buy what previous studies have suggested/found related to your research question? Why or why not?
   iv) Conclusion with your answer to the research question

2) You may develop an evidence-based consultant report for your (actual/hypothetical) clients. If you choose this option, the paper should include the following parts:

     i) Introduction- brief description of the issue in the organization you selected and why it is worth looking at
     ii) Literature review- theoretical arguments from the previous studies relevant to the topic
     iii) Application of the theories into the organizational issue that you address
     iv) Suggestions for your clients based on your analysis

This will be a group project. You will be asked to work with two/three other students. Think of yourselves as a team of consultants brought in to provide a frank assessment. Being in a group involves some additional coordination costs, but it has benefits – you can divide up and peer review each other work, and generally results in a more thoughtful analysis. The groups are expected to be self-managed, but I will ask all group members at the end of the semester to confidentially assess one another. Anyone regarded as shirking their responsibilities will be scored a grade level lower on the project than other members. It is therefore in your interests to create a team environment characterized by civility, mutual respect, fair allocation of effort, clear goals and deadlines, and follow-through. A good start would be to create a set time where you will meet every week to discuss the project.

Tip: the primary difference between groups that score well on the semester project, and those that do not, is organizing early, and meeting with your professor frequently. This will help you to quickly identify your project, narrow down a research question, and identify relevant literatures to draw on.

The paper should generally be 15-20 pages (double spaced, 12pt Times New Roman font, 1-inch margins) though you may go longer if you avoid repetition.

To help you avoid procrastination, you will also be asked to submit a final paper proposal in advance, indicating 1) the topic and your research question, 2) a clear outline of your final paper, and 3) additional references (at least five articles from outside the reading list) that you will use. This proposal will not be graded or evaluated but points will be deducted from final paper grades, if the proposal is late.

Disclaimer
On the final page of your paper, write the following disclaimer: "This report was generated for the educational benefit of its student author(s) and the main purpose of the project was to learn managerial techniques. The opinions and suggestions in this report do not represent the views of UNM or its faculty."

Presentation (10%): You are asked to have an oral presentation of your paper to the class at the end of the semester. Presentations should be 10-12 minutes in length and the use of PowerPoint is encouraged. Treat the presentation as if it is for a professional presentation to the audience.

Expectations for Academic Integrity
Students are expected to be familiar with the guidelines of UNM policy:
https://grad.unm.edu/aire/academic-integrity.html. I also expect you to write your own papers and to provide full and accurate citations for any specific ideas or language—words, phrases,

sentences—that you take from outside sources, including the Internet. Refer to the UNM Pathfinder and the UNM Catalog for the university's policy on Academic Dishonesty. Any plagiarism (passing off as one's own ideas, the words, writings, music, graphs/charts, etc. that were created by another), or other forms of cheating will be met with a failing grade for the course, and will be reported to the graduate school for additional disciplinary responses. Do not share your memos with others prior to submission, or solicit memos from others. I reserve the right to run all student memos and papers through the software that checks for academic violations.

Please put all direct quotes in quotations. Any accepted format for citation may be used as long as it is used consistently. You may want to follow the style format of a major public administration journal, such as, *Public Administration Review* or *Journal of Public Administration Research and Theory*.

Forms of plagiarism include, but are not limited to, the following:

- Use of direct quotations without the use of quotation marks and referencing of the source of the quotation.
- Incorrect paraphrasing information without proper citation of the source.
- Failure to provide adequate citations for material used.
- The purchase of a scholarly paper or any other academic product from the Internet or any other commercial sources and submitting it as your own work.
- Downloading work from the Internet and submitting it without citation.
- Directly copying and pasting from any source, electronic or written, into any academic assignment without explicit citation of the original source.
- Submission of a work product from a previous course for credit in a current course without direct permission of the instructor.

Accommodation Statement
The Americans with Disability Act (ADA) is a federal anti-discrimination statute that provides comprehensive civil rights protection for persons with disabilities. Among other things, this legislation requires that all students with disabilities be guaranteed a learning environment that provides for reasonable accommodation of their disabilities. If you believe you have a disability requiring accommodation, please advise the instructor.

Title IX Statement
A Note about Sexual Violence and Sexual Misconduct: As a UNM faculty member, I am required to inform the Title IX Coordinator at the Office of Equal Opportunity (oeo.unm.edu) of any report I receive of gender discrimination which includes sexual harassment, sexual misconduct, and/or sexual violence. You can read the full campus policy regarding sexual misconduct at https://policy.unm.edu/universitypolicies/2000/2740.html. If you have experienced sexual violence or sexual misconduct, please ask a faculty or staff member for help or contact the LoboRESPECT Advocacy Center.

PADM 521: Institutional Development and Behavior

Class schedule
The course will generally follow the tentative schedule listed below. The schedule is subject to change at the instructor's discretion. Any revision will be announced on the UNM Learn or through emails beforehand.

Week 1: Introduction (1/20)
Readings
- Rainey, Chapter 1

In class
- Assign discussion leader and article presentation
- Assign groups for Final Project

Week 2: History and context for studying public organizations (1/27)
Readings
- Rainey, Chapter 2 & 3

Bio submission due: Please submit a half page of your bio (e.g., your name, academic/professional background, general interests, expected outcomes from this course, any concerns or questions etc.).

Week 3: Organizational environments: Politics, power and policy (2/3)
Readings
- Rainey, Chapter 4 & 5 (up to page 137)

Article presentation
- Brower, R. S., & Abolafia, M. Y. (1997). Bureaucratic politics: The view from below. *Journal of Public Administration Research and Theory*, 7(2), 305-331.

Week 4: Performance and organizational effectiveness I (2/10)
Readings
- Rainey, Chapter 6
- Meier, K. J., O'Toole, L. J., Boyne, G. A., & Walker, R. M. (2008). Strategic management and the performance of public organizations: Testing venerable ideas against recent theories. *Journal of Public Administration Research and Theory*, *17*(3), 357–377.

Article presentations
- Moynihan, D. P., & Ingraham, P. W. (2003). Look for the Silver Lining: When Performance-Based Accountability Systems Work. *Journal of Public Administration Research and Theory*, *13*(4), 469–490.
- Carman, Joanne G. 2009. Nonprofits, funders, and evaluation: Accountability in action. *The American Review of Public Administration* 39 (4): 374-390.

Week 5: Performance and organizational effectiveness II (2/17)
Readings
- Rosenbloom, David. 2007. Reinventing Administrative Prescriptions: The Case for Democratic-Constitutional Impact Statements and Scorecards. *Public Administration Review* 67 (1): 28-39.
- Bryson, J. M., Crosby, B. C., & Bloomberg, L. (2014). Public value governance: Moving beyond traditional public administration and the new public management. *Public Administration Review*, *74*(4), 445–456.

Case memo due: *This American Life* The Right to Remain Silent, Part 2
http://www.thisamericanlife.org/radio-archives/episode/414/right-to-remain-silent
Write a memo to the Mayor of New York. Has Compstat been worth it? Should it continue?

Article presentations
- James, O. (2010). Performance Measures and Democracy: Information Effects on Citizens in Field and Laboratory Experiments. *Journal of Public Administration Research and Theory*, *21*(3), 399–418.
- Moore, M. H. (2000). Managing for value: Organizational strategy in for-profit, nonprofit, and governmental organizations. *Nonprofit and Voluntary Sector Quarterly*, *29*(SUPPL.), 183–204.

Week 6: Motivation I (2/24)
Readings
- Latham, G. P., & Pinder, C. C. (2005). Work motivation theory and research at the dawn of the 21st century. *Annual Review of Psychology, 56,* 485-516.
- Ryan, R. M., & Deci, E. L. (2000). Self-determination theory and the facilitation of intrinsic motivation, social development, and well-being. *American Psychologist, 55*, 68-78.

On the web:
- For a short summary of some basic lessons on motivation by Dan Pink, see https://www.youtube.com/watch?v=u6XAPnuFjJc&feature=player_embedded

Final paper proposal due

Article presentations
- Van den Broeck, A., Schreurs, B., De Witte, H., Vansteenkiste, M., Germeys, F., & Schaufeli, W. (2011). Understanding Workaholics' Motivations: A Self-Determination Perspective. *Applied Psychology: An International Review*, *60*(4), 600-621.
- Johnson, D. A., & Dickinson, A. M. (2010). Employee-of-the-month programs: Do they really work? *Journal of Organizational Behavior Management, 30,* 308-324.

Week 7: Motivation II (3/3)

Readings
- Christensen, Robert K., Laurie Paarlberg, and James L. Perry. "Public service motivation research: Lessons for practice." *Public Administration Review* 77, no. 4 (2017): 529-542.
- Jakobsen, Mads Leth, Martin Baekgaard, Nina Van Loon, and Donald P. Moynihan. 2018. "Making Sense of Performance Regimes: Rebalancing External Accountability and Internal Learning." *Perspectives on Public Management and Governance* 1(2): 127-141.

On the web:
- Kelman, Steve. How do we Get Public Servants to Want to Serve the Public. https://fcw.com/blogs/lectern/2015/04/kelman-psm.aspx?m=1

Case memo due: Holding Teachers Responsible for Failing Schools: The Battle Over Education Reform in Central Falls, Rhode Island

Article presentations
- Bakker, Arnold B. 2015. A job demands–resources approach to public service motivation. *Public Administration Review* 75 (5): 723-732.
- Linos, Elizabeth. 2017. More than public service: A field experiment on job advertisements and diversity in the police. *Journal of Public Administration Research and Theory 28*(1): 67-85.

Week 8: Organizational culture (3/10)

Readings
- Rainey, Chapter 11 (from pages 354 to 367)
- Schein, Edgar. 1997. *Organizational Culture and Leadership*. pp.3-48.

Article presentations
- Moynihan, Donald P. 2012. A Theory of Culture-Switching: Leadership and Red Tape during Hurricane Katrina. *Public Administration* 90(4): 851-868.
- Sergio Fernandez and Hal G. Rainey. 2006. Managing Successful Organizational Change in the Public Sector. *Public Administration Review.* 66(2): 168-176.
- Oberfield, Z. W. (2016). Why are Some Agencies Perceived as more Committed to Diversity than Others? An analysis of public-sector diversity climates. *Public Management Review*, *18*(5), 763–790.

Week 9: Spring break – No class (3/17)

Week 10: Leadership (3/24)
Readings
- Rainey, Chapter 11 (up to page 374, except the org culture part)

Case memo due: Johnson, Eliana and Michael Crowley. 2017. The Bottleneck in Rex Tillerson's State Department. *Politico* (link: https://www.politico.com/story/2017/06/04/rex-tillerson-state-department-bottleneck-239107)

Article presentations
- Van Wart, M. (2013). Lessons from leadership theory and the contemporary challenges of leaders. *Public Administration Review*, *73*(4), 553–565.
- Moynihan, Donald P., Sanjay K. Pandey and Bradley E. Wright and. 2012. Setting the Table: How Transformational Leadership Fosters Performance Information Use *Journal of Public Administration Research and Theory* 22(1): 143-16.

Week 11: Organizational structure and administrative burden (3/31)
Readings
- Rainey, Chapter 8 (up to page 242 before Information Technology)
- Moynihan, D., & Herd, P. (2010). Red tape and democracy: How rules affect citizenship rights. *American Review of Public Administration*, *40*(6), 654–670.

Case memo due: Express Transit Maintenance Division, Part A;
What factors caused problems to occur for Express Transit? What can Jiles do to make things better?

Article presentation
- Herd, P., Deleire, T., Harvey, H., & Moynihan, D. P. (2013). Shifting administrative burden to the state: The case of Medicaid take-up. *Public Administration Review*, *73*(SUPPL.1), 69–81.
- Bozeman, B., Reed, P. N., & Scott, P. (1992). Red tape and task delays in public and private organizations. *Administration & Society*, 24(3), 290-322

Week 12: Collaborative governance I (4/7)
Readings
- Ansell, C., & Gash, A. (2007). Collaborative Governance in Theory and Practice. *Journal of Public Administration Research and Theory*, *18*, 543–571.
- Skelcher, C., & Sullivan, H. (2008). Theory-driven approaches to analysing collaborative performance. *Public Management Review*, *10*(6), 751–771.

Article presentations
- Head, B. W., & Alford, J. (2015). Wicked Problems: Implications for Public Policy and Management. *Administration and Society*, *47*(6), 711–739.
- Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of Public Administration Research and Theory*, *22*(1), 1–29.

Week 13: Collaborative governance II (4/14)
Readings
- Rainey, page 137-144 on Networks and Collaboration
- Bryson, J. M., Crosby, B. C., & Stone, M. M. (2015). Designing and implementing cross-sector collaborations: Needed and challenging. Public Administration Review, 75(5), 647-663.

Article presentations
- Choi, I., & Moynihan, D. (2019). How to foster collaborative performance management? Key factors in the US federal agencies. *Public Management Review*, *00*(00), 1–22.
- Chen, B., & Graddy, E. A. (2010). The effectiveness of nonprofit lead- organization networks for social service delivery. *Nonprofit Management and Leadership*, 20(4), 405-422

Week 14: Citizen participation (4/21)
Readings
- Bingham, L. B., Nabatchi, T., & O'Leary, R. (2005). The New Governance: Practices and Processes for Stakeholder and Citizen Participation in the Work of Government. *Public Administration Review*, *65*(5), 547–558.
- Halachmi, A., & Holzer, M. (2010). Citizen Participation and Performance Measurement: Operationalizing Democracy Through Better Accountability. *Public Administration Quarterly*, *34*(3), 378–399.

Article presentation
- Jakobsen, M., & Serritzlew, S. (2016). Effects on knowledge of nudging citizens with information. *International Journal of Public Administration*, *39*(6), 449-458.
- Irvin, R. A., & Stansbury, J. (2004). Citizen participation in decision making: Is it worth the effort? *Public Administration Review*, *64*(1), 55-65.
- Marvel, J. D. (2016). Unconscious Bias in Citizens Evaluations of Public Sector Performance. *Journal of Public Administration Research and Theory*, *26*(1), 143–158.

Week 15: Final paper presentation I (4/28)

Week 16: Final paper presentation II (5/5)

Final paper due (5/12)