PADM 521: Institutional Development and Behavior (3 credit hours)
Fall Semester 2018

Instructor: Stephanie Smith, Ph.D.
Email: slsmith@unm.edu; use UNM Learn Messages for regular class communications
Office: Social Sciences Building 3008
Office hours: Tuesdays, 12:30-2:30 PM; other appointment times available by request
Course meetings: Thursdays, 4-6:30 PM, Dane Smith Hall 132

Course Description

This course is designed to engage participants in thoughtful consideration and discussion of important questions concerning public and nonprofit organizations and their management. The course begins with a survey of the history of organizational studies, including public and private for- and non-profit organizations, and their comparability. We will also cover such important themes in organizational theory as the environments in which organizations operate, their performance, decision-making, structure, culture, and leadership. You will apply your analytical skills through case studies of challenges facing public and nonprofit 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 and nonprofit organizations and policy. We will work from the premise that all participants bring knowledge, skills, experiences and insights to the course that we can draw upon to create a successful collaborative learning experience.

MPA Student Learning Outcomes

The following MPA student 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

Required texts and other readings

Required textbooks

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

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

The required books may be purchased at the university bookstore or online; the Riccucci book is available electronically through UNM Libraries without charge. The Rainey book is used heavily in the first weeks and throughout the course. Do not purchase an older edition of this book. It has undergone substantial revision. In addition, beware the Kindle edition of the Rainey text as it does not include page numbers that you will need in order to cite it.

Other readings: articles, chapters and cases are posted on our UNM Learn site in the Home section as PDF files for you to access at your convenience. Do not leave them to the last minute, as technical glitches are not an excuse for being unprepared to discuss readings and participate in activities during class.

Optional and highly recommended texts to support quality writing are:
For direction on APA style, *Publication Manual of the American Psychological Association, 6th Edition*

For direction on word usage and essential grammar, *The Elements of Style* by Strunk and White (get the original, such as the 4th edition, not the recent Kindle edition)

Grading

Class attendance and participation	20%
Discussion posts	20%
Annotated bibliography	20%
Strategic management analysis	20%
Final exam	20%
Total	100%

Final grade scale: A+ (97-100), A (93-96.99), A- (90-92.99), B+ (87-89.99), B (83-86.99), B- (80-82.99), C+ (77-79.99), C (73-76.99), C- (70-72.99), D+ (67-69.99), D (63-66.99), D- (60-62.99), F (0-59.99)

Assignments will be penalized a third of 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.

Attendance and participation policy

Regular and punctual attendance is required. UNM Pathfinder policies apply, which in part means instructor drops based on non-attendance are possible. This policy applies regardless of the grading option you have chosen.

This course relies heavily upon the participation of everyone involved. The instructor will present some material, but learning occurs primarily through active engagement with topics, including discussion of concepts and analysis of materials in cooperation with peers. For this reason, your attendance and active participation is expected at all class sessions. **Each class meeting will begin promptly at the scheduled 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. A grade of "A" on 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 class or online discussions, coming to class late or without having read and considered course readings. 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.

Accommodation Statement

In accordance with University Policy 2310 and the Americans with Disabilities Act (ADA), academic accommodations may be made for any student who notifies the instructor of the need for an accommodation. It is imperative that you take the initiative to bring such needs to the instructor's attention, as I am not legally permitted to inquire. Students who may require assistance in emergency evacuations should contact the instructor as to the most appropriate procedures to follow. Contact Accessibility Resource Center at 277-3506 for additional information.

If you need an accommodation based on how course requirements interact with the impact of a disability, you should contact me to arrange an appointment as soon as possible. At the appointment we can discuss the course format and requirements, anticipate the need for adjustments and explore potential accommodations. I rely on the Disability Services Office for assistance in developing strategies and verifying accommodation needs. If you have not previously contacted them I encourage you to do so.

Academic Integrity

The University of New Mexico believes that academic honesty is a foundation principle for personal and academic development. All University policies regarding academic honesty apply to this course. Academic dishonesty includes, but is not limited to, cheating or copying, plagiarism (claiming credit for the words or works of another from any type of source such as print, Internet or electronic database, or failing to cite the source), fabricating information or citations, facilitating acts of academic dishonesty by others, having unauthorized possession of examinations, submitting work of another person or work previously used without informing the instructor, or tampering with the academic work of other students. The University's full statement on academic honesty and the consequences for failure to comply is available in the college catalog and in the Pathfinder.

Cell Phones and Technology

As a matter of courtesy, please turn off cell phones, pagers, and other communication and entertainment devices prior to the beginning of class. Notify me in advance if you are monitoring an emergency, for which cell phone ringers should be switched to vibrate.

Library and Tutorial Services

UNM-Main campus provides many library services and some tutorial services for distance students. For library services, go to http://www.unm.edu/libraries/ to link to a specific library or to contact a librarian. For undergraduate tutorial services, go to http://caps.unm.edu/online to explore UNM's online services. Graduate students should consult the Graduate Resource Center for support services: https://unmgrc.unm.edu/index.php.

Cases

A small handful of case studies will be assigned during the semester. Teaching cases engage students in analyzing (potentially) real-life situations encountered by public and nonprofit managers. Students are asked to consider options for addressing a problem and often to suggest solutions within the safe confines of the classroom or a written assignment. Our objective is to uncover deeper management principles through practical application of analytical skills. Case readings are required. They are located in the Home section of UNM Learn. Follow these steps prior to the class meeting:

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?
4. Why are we reading this case?
5. What does it mean for public managers and policymakers?

Do these before the 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

Discussion posts

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. You will get more out of readings if you formally reflect on the core message(s) of each reading than you will if you do not.

Students must complete 8 of the 10 posts assigned to satisfy course requirements (see weekly schedule of activities later in the syllabus for dates and topics).

1. Identify your topic in the subject line and clearly identify the assigned reading(s) you are responding to in the post. If referencing the Rainey or Riccucci text, include page numbers. Cite page numbers when quoting a reading.

2. Write two or three fully developed paragraphs (paragraphs typically consist of 4-6 sentences) considering issues, factors and/or questions raised by one or two of the readings assigned in a given week.

3. Reflect on major themes of the readings, note points that you do not understand, and consider what the reading means for public or nonprofit managers. Alternatively or in combination, you may use key terms and discussion questions excerpted from the instructor's guide to the Rainey text for inspiration (see Handouts in UNM Learn), but don't neglect equally insightful readings that supplement the textbook.

4. Create a thread responding to the relevant forum (corresponding to class meeting themes) in the Discussion Board section of UNM Learn by 1 PM on Wednesdays (the day before the relevant class meeting) so that classmates and/or the instructor may address them through online discussion or during class. Draft responses in a word processing program and copy/paste into the discussion. Do not attach documents with your comments.

Discussion posts will earn a grade of full credit (for posts that meet all requirements; 2 points), partial credit (for posts that meet some but not all of the requirements, including late posts made before the class meeting begins), or no credit (0 points for posts not submitted prior to the corresponding class meeting). Keep track of these carefully as your participation in online discussions contributes to the final course evaluation. Please note that you are also encouraged to post constructive comments and questions in response to your classmates' discussion posts.

The instructor will use discussion posts to assess knowledge and to identify points for clarification during class meetings. The instructor will not typically offer individual feedback on posts except in the event that a post does not meet all requirements for full credit.

Annotated bibliography on public and/or nonprofit organizational networks

The primary purposes of this assignment are to offer students opportunities to develop and demonstrate knowledge of networks in the public and/or nonprofit organization context. Your annotated bibliography will summarize a set of research articles addressing an aspect of network scholarship and draw implications for public and/or nonprofit managers.

Step 1
Read Provan and Lemaire's (2012) article, "Core concepts and key ideas for understanding public sector organizational networks: Using research to inform scholarship and practice" (assigned reading). Select one inter-organizational network theme around which to build your annotated bibliography. Social and intra-organizational networks are *not* eligible for this assignment. Possible themes include the emergence, effectiveness, structures, governance, or legitimacy of inter-organizational networks. Consult the instructor if you would like to select a theme that is not pre-approved.

You may use articles referenced by Provan and Lemaire to form your annotated bibliography, but at least half must be from sources that they do not cite. Use public and/or nonprofit administration journals and not journals from other disciplines for this exercise. Conduct a search of the public and/or nonprofit administration literature to identify scholarship that theorizes and explains your network theme. See the list of journals provided in handouts on our UNM Learn site. You should draw primarily upon empirical studies, but may include up to two articles addressing network theories. Include only articles published since 2000. If you are not familiar with how to search using library tools, please consult a librarian first and then the instructor. Consult with the instructor on more substantive matters concerning types of articles to select and how to write about them.

Step 2
Produce an annotated bibliography **summarizing 8 articles focusing on your network theme**. Include the following components:

1. Write an introduction describing the purpose and contents of the paper (guideline: 2 paragraphs). Don't forget to draw the reader's interest. Why does this topic deserve attention?

2. Begin each summary with full reference information for the article being summarized *in APA format*. Each article should be summarized in one paragraph, taking no more than one double-spaced page.

3. Each summary (one for each article) should address main points/findings/conclusions, how those points were formed (based upon what data and analytical methods), any concerns about

the study or its conclusions, including potential for bias, and what it contributes to our knowledge of public and/or nonprofit management networks.

4. Write a conclusion that summarizes implications of the set of articles included in your bibliography for public and/or nonprofit managers. Be specific. For example, if I am the director of emergency management for the City of Albuquerque, how can your review of the network literature inform my work (help me to do a better job)? (guideline: 3 paragraphs)

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

However, follow the instructions provided in this syllabus as these form the bases for evaluation of the assignment. The assignment will be evaluated on the extent to which requirements described above are fulfilled and clear writing. Use APA style. **This assignment is due to the UNM Learn Assignments section by 9 AM on Thursday, October 11th.**

Strategic management analysis

The purpose of this assignment is to strengthen connections between students of organizations, scholarly research and the professional practice of public and nonprofit management. This assignment requires you to investigate the theme of strategic management by applying an analytical framework to an actual public or nonprofit organization. You may work in pairs on this assignment (see Dr. Smith's tips for working in groups in the Handouts section of our UNM Learn Home page). You are encouraged to consult with the instructor about the development and execution of your project. Use the following outline to guide your work:

Step 1
Select one of the following frameworks for understanding strategic management:
1. Meier, O'Toole, Boyne and Walker's (2007) strategy typology (strategy, networking activity, management quality, management and personnel stability)
2. Moore's (2000) Managing for value: organizational strategy in for-profit, nonprofit, and governmental organizations
3. Another approach or model may be selected with instructor approval

Select a public or nonprofit organization you know well or have good access to for your analysis.

Step 2
Write a paper applying the strategic management framework to the organization you selected. Include the following components:
1. Write an introduction. (guideline: 3-5 paragraphs)
    a. Hook your reader (i.e. spur their interest).
    b. Describe the purpose and contents of the paper.
    c. Define strategic management and cite sources of support.
    d. Introduce the organization you are analyzing and the organizational mission or goal your analysis will focus on.

2. Summarize the strategic management framework you selected with reference to the assigned reading. (guideline: 3-5 paragraphs)
3. Apply the framework to a public or nonprofit organization. (guideline: 1-2 pages per framework component/4-6 pages total)
   a. Take each component of the framework (all three for Moore and 3 of 4 for the strategy typology) and analyze the ways in which the organization fulfills or falls short in terms of each. For instance, what sources of legitimacy and support does the organization have that help or hinder its ability to achieve "x" component of its mission? What strategy type does the organization exhibit and what are the implications for achieving "y" goal?
   b. Provide evidence (examples, reference to documents or interviews) to support your analysis and explain your reasoning.
4. Write a conclusion that summarizes implications of your analysis for the leader(s) of the organization you analyzed. Be specific. How can your analysis inform the leader's strategy (i.e. help the leader do a better job)? (guideline: 3-5 paragraphs)

The assignment will be evaluated on the extent to which requirements described above are fulfilled and clear writing. Papers that take the analysis to a deeper level (dig below the surface) and are strongly supported with evidence will earn higher marks than those that stay on the surface and provide little support for points. Use APA style and cite all sources, including organizational documents, websites (specific pages) and interviews (if used). **This assignment is due to the UNM Learn Assignments section by 9 AM on Monday, November 26th.**

> *NOTE:* If you undertake this assignment as part of a pair, send 1-2 paragraphs or a series of bullet points outlining the contributions of each group member (yourself included) to the instructor via UNM Learn messages by 9 AM on Monday, November 26th. Address contributions of each group member in terms of research, conducting the analysis and writing the paper. This feedback will be considered in evaluation of the assignment and participation grades for the course.

Final exam

See the Schedule of Activities for finals week. Details to be provided later in the semester.

Schedule of Activities

Week	Theme
1 **8/23**	**Course introduction** Readings • Rainey, Chapter 1 In class o Course introduction, including review of syllabus & academic integrity, course structure, grading and communications o Discussion about major issues in public and nonprofit management
2 **8/30**	**History and context for studying public organizations** Readings o Rainey, Chapters 2 & 3 (chapter 1 if not yet read) Assignment due o Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)
3 **9/6**	**Organizational environments: Politics, power & policy** Readings • Rainey, Chapters 4 & 5 (stop at p. 137 Networks & Collaboration) • Ralph S. Brower & Mitchel Y. Abolafia (1997) "Bureaucratic politics: the view from below" in *JPART* 7(2): 305-331. Prepare case • A rift threatens the industrial site clean-up purchase program Assignment due • Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)
4 **9/13**	**Organizational structures & an eye to networks** Readings o Rainey, Chapter 8 and pages 137-144 on Networks & Collaboration o Borgatti *et al.* (2009). "Network analysis in the social sciences" in *Science* 323: 892-5. o Provan & Lemaire (2012). "Core concepts and key ideas for understanding public sector organizational networks: Using research to inform scholarship and practice" in *Public Administration Review* 72(5): 638-48. o Review Annotated Bibliography assignment in syllabus Assignment due o Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)

5 9/20	**Strategic management: Part 1** Readings 　o Rainey, Chapter 6 　o Poister, Pitts and Hamilton Edwards (2010). "Strategic management research in the public sector: A review, synthesis, and future directions" in *The American Review of Public Administration* 40(5): 522-545. 　o Poister (2010). "The future of strategic planning in the public sector: Linking strategic management and performance" in *Public Administration Review* Special Issue (December) Prepare case 　o Babcock Place (1 page) Assignment due 　o Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)
6 9/27	**Strategic management: Part 2** Readings 　• Rainey, Chapter 7 　• Meier, O'Toole, Boyne and Walker (2007). "Strategic management and the performance of public organizations: testing venerable ideas against recent theories." *Journal of Public Administration Research and Theory* 17: 357-77. 　• Mark Moore (2000). "Managing for value: Organization strategy in for-profit, nonprofit, and governmental organizations" in *Nonprofit & Voluntary Sector Quarterly* 29: 183-204. Prepare for class 　• Review the Strategic management analysis assignment in the syllabus.
7 10/4	**Understanding people in public organizations** Readings 　o Rainey, Chapters 9 and 10 Assignment due 　o Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)
8 10/11	**UNM Fall Break** 　• No class meeting – prep for next week 　• *Reminder: Annotated bibliography due to UNM Learn Assignments section by 9 AM on Thursday, October 11th.*

9
 	
10/18
	Public leadership
	
	Readings
	   o Norma Riccucci (1995) *Unsung Heroes: Federal Execucrats Making a Difference*
	       o Required text for course
	       o Read chapters 1 and 8
	       o 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
	Assignments due
	   • Discussion posts focusing on one leadership profile to be submitted by 1 PM the day before the class meeting (Wednesday)

10
 	
10/25
	Public leadership & ethics
	
	Readings
	   o Larry D. Terry (1990). "Leadership in the administrative state: the concept of administrative conservatorship" in *Administration and Society* 21: 395-412.
	   o Sandford Borins (2000). "Loose cannons and rule breakers, or enterprising leaders? Some evidence about innovative public managers" in *Public Administration Review* 60(6): 498-507.
	   o ASPA Code of Ethics (https://www.aspanet.org/ASPA/About-ASPA/Code-of-Ethics/ASPA/Code-of-Ethics/Code-of-Ethics.aspx?hkey=fefba3e2-a9dc-4fc8-a686-3446513a4533)
	
	Assignment due
	   • Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)

11
 	
11/1
	Organizational culture & leadership
	
	Readings
	   o Rainey, Chapter 11
	   o Edgar Schein (2010) *Organizational Culture and Leadership*, Chapters 1-4. Access through UNM Libraries (e-book).
	   o Irene Lurie & Norma Riccucci (2003) "Changing the 'culture' of welfare offices: from vision to the front lines" in *Administration & Society* 34: 653-677.
	Assignment due
	   • Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)

12
 	
11/8
	Diversity in the public sector
	
	Readings
	   o Norma M. Riccucci (2009) "The pursuit of social equity in the federal government: a road less traveled?" in *PAR* May/June 2009: 373-382.
	   o Dominic A. Bearfield (2009) "Equity at the intersection: public administration and the study of gender" in *PAR* May/June 2009: 383-386.
	   o Dobbin, Schrage and Kalev (2015) "Rage against the iron care: the varied effects of bureaucratic personnel reforms on diversity" in *American Sociological Review* 80(5): 1014-44.
	
	Assignment due
	   • Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)

13
 	
11/15
	Managing change
	
	Guest lecture: Vic Berniklau is a member of the School of Public Administration's Advisory Board and a graduate with the first MPA class at UNM. He retired from the US Department of Energy as a senior executive after 35 years of federal government service in the US Navy, the Atomic Energy Commission, the Energy Research and Development Administration and the DOE.
	
	Readings
	   o Rainey, Chapter 13
	   o Hal G. Rainey & James Thompson (2006) "Leadership and the transformation of a major institution: Charles Rossotti and the Internal Revenue Service" in *PAR* July/August 2006: 596-604.
	   • Sergio Fernandez & Hal G. Rainey (2006) "Managing successful organizational change in the public sector" in *PAR* March/April 2006: 168-176.

14
 	
11/22
	Thanksgiving Break
	
	   • No class meeting
	   • *Reminder: strategic management paper due to UNM Learn Assignments section by 9 AM on Monday, November 26th*

15	**Teamwork and diversity**
11/29	Readings • Rainey, Chapter 12 • Page (2007). "Making the difference: applying a logic of diversity" in *Academy of Management Perspectives*, 21(4): 6-20. Assignment due o Discussion posts to be submitted by 1 PM the day before the class meeting (Wednesday)
16	**Course overview and wrap up**
12/6	In class • We will review significant course themes and discuss the final exam.
17	**Final exam**
12/13	The final will be given as a take-home essay exam that covers topics from Weeks 7 through 15 of the course. The instructor will provide further information on the exam and dates it will be available as the time approaches. This class will not meet during the scheduled final exam period on December 13th unless a make-up class is required. Please hold the time open until further notice.

*The Schedule of Activities is subject to change. Minor changes will be announced in class, major ones provided in writing through UNM Learn Announcements.