Course Content:

This course is devoted largely to an analysis of the functions of management, i.e. planning, organizing, directing, controlling, staffing, and evaluating. The primary focus is on applied management practices and principles that are relevant to public sector executives. "Contingency theory" is the organizing theme, thanks largely both to its timeliness and applicability to real-world administrative situations. Although much of the content is grounded in sound theoretical constructs, the course is not intended to emphasize management theory. Instead, participants will be expected to read certain background information covering various theoretical approaches to the field, and most class time will be devoted to applying the theory through "how-to's," folk wisdom, case studies, and classroom discussions. In short, we will spend a large portion of our energies examining the question: "What do public administrators really need to know in order to survive the management jungle?"

NB: Students in the PhD program should consult with the instructor about a separate set of readings that accompanies this course.

Course Objectives:

Three major objectives have been set for the course. The first is to acquaint participants with the major issues, theories, and processes that are relevant to "hands-on" management of contemporary public organizations. Class discussions, readings and assignments emphasize the pragmatic elements of organizational theory. The second major objective is to convey an appreciation for the complexity of the managerial role. A variety of internal and external forces shape management's responses to problems and demands, just as the functions of management are themselves closely interdependent. Thus, the course is intended to expand the conceptual horizons of the participants by engendering a more "open" and analytical approach to both the literature and practice of public management. Finally, upon completion of the course, everyone should have a firm grasp of the basic tenets of contingency theory. Once these principles are understood, then your ability to diagnose a problem and apply an appropriate solution should be improved.

Course Procedure:

Class size has been restricted (to the best of my ability) in order to foster discussion, debate, and participant analysis of problems and topics. As such, the course will be conducted as a seminar.
Everyone is expected to read the assignments prior to coming to class, and to be prepared to discuss these readings in class. To promote this goal, case studies will be used heavily. Everyone will be assigned cases to prepare for presentation to the class, after which the class will be expected to provide critiques. Additionally (as is discussed more thoroughly below), each student will be required to prepare an original case study, either fictional or based on your work experience. These cases will also be presented to the class for discussion and analysis.

**Method of Evaluation:**

As noted above, you will be expected to write an original case study for classroom discussion. This case should exemplify problems and management techniques that have been covered in class. Drawing on your work experience and/or imagination, you should prepare a narrative description of a work situation, along with study questions and a proposed solution [although well-crafted case studies often have many possible solutions]. Sufficient copies of the case study should be provided for distribution to the entire class. These case studies can be submitted at any earlier time during the session, but are due no later than the second week of April (two weeks from the beginning of class). Thus, I strongly encourage you to begin the project very soon.

In addition to the original case study, you will be assembled into groups of two to three individuals in order to prepare “Management Handbooks” on topics that are relevant to the course content. This requirement is discussed more thoroughly in a separate handout. Briefly stated, the Handbook should summarize both theoretical and practical issues concerning your topic, and should be treated as if you are preparing the document for dissemination to managers within your own organization. The Handbook may focus on a particular approach or school of management (e.g., contingency theory, neo-classical, “New Public Management”), an individual function or task of leaders (e.g., organizational design, motivation and leadership), or a particular technique within a broader functional grouping (e.g., MBO, Theory Z, situational leadership theory, staffing innovations, and the like).

Grades will be determined as follows:

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<thead>
<tr>
<th>Component</th>
<th>Points</th>
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</thead>
<tbody>
<tr>
<td>Case Study and Presentation</td>
<td>25</td>
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<tr>
<td>Class Participation</td>
<td>25</td>
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<tr>
<td>Handbook and Presentation</td>
<td>50</td>
</tr>
<tr>
<td>Final Exam</td>
<td>50</td>
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</tbody>
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The Final Exam will consist primarily of identification questions and open-ended (essay) questions derived from class discussion and the readings.
**Readings:**

The following books will be used as primary texts in the course, with the bulk of the readings coming from them:


Cole Blease Graham and Steven Hays, *Managing the Public Organization*. Congressional Quarterly Press, 1995. [NOTE: Several copies of this book are available in the Reserve Room of Cooper Library; you need not purchase it.]


Additionally, you are encouraged to sample some of the suggested readings that are identified by topical area. Most especially, you may find the following books helpful:


**READINGS AND TOPICAL ASSIGNMENTS**

**NOTE:** The following readings are arranged in topical and chronological order, but no attempt has been made to delineate specific daily or weekly assignments. Our progress through the topics will vary according to the number of cases, the clarity of the material, and participant interest. In general, you can assume that we will devote two classes to each of the primary functions (planning, organizing, directing/leading,
controlling/evaluating). Some functions (such as staffing) may take less time to cover, while others (most notably leadership) will probably take considerably longer. Specific reading assignments will be made at the conclusion of each class period.

**TOPIC 1: Bureaucracy, The Organizational Mystique**

[Precursors to Managerial Success in the Public Sector]

**READINGS:** Graham and Hays, Chapter 1
Rhodes, Introduction
Rainey, Chapters 1-3

**Suggested:** Anthony Downs, *Inside Bureaucracy*
Peter Blau, *Dynamics of Bureaucracy*
Peter Blau and Richard Scott, *Formal Organization*
Victor Thompson, *Modern Organization*
Peter Blau and Marshall Meyer, *Bureaucracy in Modern Society*
Charles Handy, *Understanding Organizations*
Theodore Caplan, *Managing An Organization*

**TOPIC 2: Leadership**

[Assuming the Office; Dealing with Subordinates; Managing Conflict; Dealing with Superiors]

**READINGS:** Graham and Hays, Chapter 5
Rhodes, Case # 6
Rainey, Chapters 4, 6 & 7, 10

**Suggested:** Herbert Simon, *Administrative Behavior*
Herbert Simon, *The New Science of Management Decision*
Robert Denhardt, *The Pursuit of Significance*
Victor Thompson, *Decision Theory, Pure and Applied*
Robert Blake and Jane Mouton, *The Managerial Grid*
Fred Fiedler, *A Theory of Leader Effectiveness*
Frederick Herzberg, et al., *The Motivation to Work*
David McClelland, *The Achievement Motivation*
Rensis Likert, *New Patterns of Management*
Victor Vroom, *Work and Motivation*
Richard Beckhard, *Organization Development*
Edgar Schein, *Organizational Psychology*

**TOPIC 3: Staffing**

[Finding and Keeping Competent Staff; Maintaining Morale]

**READINGS:** Graham and Hays, Chapter 4
Rhodes, Case # 3
Rainey, Chapter 11

POLI 772
Frank Thompson, *Personnel Policy in the City*
Frederick Mosher, *Democracy in the Public Service*
Robert Elliott, *Public Personnel Management: A Values Perspective*
Wilbur Rich, *Politics of Urban Personnel Policy*
James Ledvinka, *Federal Regulation of Personnel Management*
Chester Newland, *Professional Public Executives*
Francis Ulschak, *Human Resource Development*
Volcker Commission, *Leadership for America*
Frank Thompson, *Winter Commission Report*

TOPIC 4:  **Planning**
[Determining Organizational Goals and Objectives]
READINGS:  Graham and Hays, Chapter 2
Rhodes, Cases # 4, # 7, # 8
Rainey, Chapter 8

Suggested:  William Ascher and W. Overholt, *Strategic Planning & Forecasting*
Peter Drucker, *The Practice of Management*
George Odiorne, *Management by Objectives*
F.T. Paine and C.A. Anderson, *Strategic Management*

TOPIC 5:  **Organizing**
READINGS:  Graham and Hays, Chapter 3
Rhodes, Case # 2
Rainey, Chapter 5

Suggested:  Jay Galbraith, *Designing Complex Organizations*
James D. Thompson, *Organizations in Action*
Paul Lawrence and Jay Lorsch, *Organization and Environment*
Jeffrey Pfeffer, *Organizational Design*
Kenneth Mackenzie, *Organizational Structures*
Warren Bennis, *Changing Organizations*
Henry Mintzberg, *The Structure of Organizations*
Joan Woodward, *Industrial Organization*

TOPIC 6:  **Controlling**
[Communication Channels; Budget and Control; Public Relations]
READINGS:
Graham and Hays, Chapter 6
Rainey, Chapter 9
Rhodes, Case # 1
TOPIC 7:  Evaluating  
READINGS:  
  Graham and Hays, Chapter 7  
  Rhodes, Case # 5  
  Rainey, Chapter 9  
  R.D. Sylvia, K.J. Meier and E.M. Gunn, *Program Planning and Evaluation*  
  J.S. Wholey, *Evaluation for Effective Public Management*  
  J.S. Wholey, *Evaluation: Promise and Performance*  
  Marc Holzer (ed.), *Productivity in Public Organizations*  
  Carol Weiss, *Evaluation Research: Methods for Assessing Program Effectiveness*  
  C.T. Fitz-Gibbon and L.L. Morris, *How to Design a Program Evaluation*  

TOPIC 8:  The Future  
READINGS:  
  Graham and Hays, Chapter 8