University of North Texas  
Department of Public Administration  

**PADM 5020**  
**Leading and Managing Public Organizations**  
**Fall 2018**

**Class Meeting:** Tuesday, 6:00 pm to 8:50 pm  
**Location:** Chilton Hall, Room 274  
**Class Number:** 13044  
**Instructor:** Dr. Yu (Kelly) Shi  
**Email:** yu.shi@unt.edu  
**Office:** Room 204N, Chilton Hall  
**Office Phone:** 940-369-7248  
**Office Hours:** By appointment only

**Teaching Assistant:** Jihoon Jeong (Nick)  
**Email:** JihoonJeong@my.unt.edu  
**Office:** Room 242D, Chilton hall  
**Cell Phone:** 940-205-0804  
**Office Hour:** By appointment or Friday 11:00am to 12:00pm

**Course Overview and Objectives:**

The course involves key readings in the field and the analysis of cases, concepts, theories, methods, and procedures in managing public organizations, with emphasis on applications to public and nonprofit organizations. Readings and lectures will orient students to basic concepts and research that inform our thinking on public management. Each student is responsible, through self-study, reading assignments, and class interaction, to learn relevant public management theory, concepts and applications.

Students will develop knowledge of the important components or dimensions of organization, leadership, and management, and develop a sense of how one leads and organizes in these areas—leading change, motivating and maintaining people, designing organizations, and making strategic decisions. You will also learn the state of knowledge and managerial thinking on these topics and others covered in the course.

Specifically, by the end of the semester you should be able to:

- Describe the main theories and paradigms associated with the field of public management.
- Describe the major developments in organization and management theory.
- Understand what makes public management different from private management.
- Identify strategies for formulating and achieving public management objectives.
- Describe theories of work motivation and their application to public management.
- Discuss the relationship between organizational structure and outcomes.
- Have an understanding of the key forces that drive change and the flexibility and adaptability that are essential attributes for implementing change.
• Assess the state of research on various public management topics and evaluate the relative merits.
• Have an understanding of how organizations operate and work together to gain an understanding of the broader organizational environment.
• Present materials both orally and in a written report.
• Be able to work in a team; deal effectively with conflict; and negotiate, delegate and communicate effectively across constituencies.
• Take responsibility for one’s own work and decisions. To complete one’s work in a professional and ethical manner.

Textbooks and Other Readings


(3) Other assigned readings can be found through UNT library or will be posted on blackboard. Newspaper and magazine articles are available online through LexisNexis or at the library. It is the student’s responsibility to locate assigned articles and read all materials prior to class.

Course Requirements and Grading:

The course involves lecture, group exercise, case study and class discussion. A typical class will include a short lecture, student presentation, general discussion of readings, and group work. We often organize into groups to review and discuss a specific case study or a contemporary public management situation for some portion of class time. The instructor and the co-discussion leaders will then engage the class in a discussion; for example, challenging students to relate theories to the practical situation or to recommend managerial prescriptions.

There are four requirements for the course:

1) Examinations (weight of 50%): There will be two exams. Exam 1 (take-home exam) accounts for 20% and exam 2 (take-home exam) accounts for 30%. Exams will cover material presented in the assigned texts, supplemental readings and class discussions. Good answers provide purposeful, justifiable and logical arguments, clear definitions for key concepts, and demonstrate knowledge and command of the topic area. In addition, it is very important that your answers specifically address the question(s) asked in the exam.

2) Discussion co-lead (weight of 20%): You will co-lead the discussion with your classmates as a group during the semester – your group gives a presentation/talk for about 20 minutes, and then group members will be the leading discussants in the class discussion, professor Shi or TA will support you as necessary. Your presentation/talk should (a) show your fellow students your own definitions or authors’ definitions of terms on selected topics and include (b) a short summary of the assigned reading for discussion co-lead, and provide (c) critical ideas and discussion in combination with some ideas in the required reading for everyone in
the class, (d) prepare 2-3 discussion questions for the audience. **When you are the discussion co-lead for the week, you should prepare a at least two-page (no maximum page limitation but at least two pages) single-space short essay of the assigned reading and include the definitions of terms and discussion questions in the extra page (this means if you have a 2-page essay, you will put your definitions of terms and discussion questions in the 3rd page) for your fellow students and the instructor. The document is NOT only a summary of the readings. It should highlight the connections between the reading and its implications for practice, and be sure to include at least 2-3 discussion questions for the topic of your presentation. Quality is important. Please upload a PPT slide of your presentation (or the note for your talk) and the short essay to the content named “discussion” in the Canvas 24 hours in advance (by 6:00pm on Monday), thus everyone can have access to this. The readings for discussion co-lead is required for the co-lead discussants, but are optional for the rest of students. Since this is a group activity, every member in the group will receive the same grade for the project.

3) **Activity assignments (weight of 20%):** There are 5 activity assignments. Each of them will account for 4%. You need to prepare at least a one-page (single space, no maximum limit, little bullet points) memo for these activities (activity with *) individually. The main purposes of these assignments are to help you summarize the readings, think critically, engage and participate in the class discussions. Especially for some activity assignments (such as find news article), you may want to prepare early (perhaps one or two weeks early). You will need to submit your activity assignments to the assignments online via Canvas at least 24 hours (by 6:00 pm on Monday) before the class starts. If you fail to submit it through online assignment on Canvas, I will assume that you choose to receive “0” for the week.

4) **Class participation (weight of 10%):** Most of the students are active learners and learn best when they can actively engage and discuss the material. The more you participate, the more engaging and interesting the class will be. Your opinions and experiences matter so please share with the class. Students who pose questions and participate in the discussion sharpen their public presentation skills and learn to think in a clear and critical manner in real time. Students benefit from hearing the discussion and questions of other students. As a result, class discussion suffers in your absence and so does your participation grade. Of course, personal and family circumstances can require class absence. Students should contact the professor about such absences before the class. Please be professional.

Your grades will be based on the following formula:

<table>
<thead>
<tr>
<th>Component</th>
<th>Weight</th>
</tr>
</thead>
<tbody>
<tr>
<td>Discussion co-lead</td>
<td>20 %</td>
</tr>
<tr>
<td>Exam 1</td>
<td>20 %</td>
</tr>
<tr>
<td>Exam 2</td>
<td>30 %</td>
</tr>
<tr>
<td>Activity assignments</td>
<td>20 %</td>
</tr>
<tr>
<td>Class participation</td>
<td>10 %</td>
</tr>
<tr>
<td>TOTAL PERCENT</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Final grades are based on total percent received in the course, which is the same as a weighted average if all assignments were grades on a scale of 0 - 100. Please note that I do not give letter
grades on individual assignments or exams. I give a numerical score for each course element during the semester and assign letter grades based on a weighted average of the numerical scores. I also reserve the right to base final grades on a “curve” rather than use the standard scale below.

<table>
<thead>
<tr>
<th>Weighted numerical score of</th>
<th>Letter grade in the course</th>
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<tbody>
<tr>
<td>90.00% or above</td>
<td>A</td>
</tr>
<tr>
<td>80.00 % to 89.99%</td>
<td>B</td>
</tr>
<tr>
<td>70.00 % to 79.99 %</td>
<td>C</td>
</tr>
<tr>
<td>60.00 % to 69.99 %</td>
<td>D</td>
</tr>
<tr>
<td>Less than 59.99 %</td>
<td>F</td>
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Course Expectations

General expectations
Students are expected to attend all course sessions, complete all required readings prior to class time, take some notes on the lectures and presentations, participate in class discussions and complete the written assignments and examinations.

Attendance
Attending class sessions is an important part of the learning process. Please email your instructor in advance, if you are not able to attend the class for legitimate reasons. If you miss the class for no reasons, then an excessive amount of unexcused absences (3 or more) is likely to result in a one-full level grade point deduction of the student’s overall score (i.e., from an A to a B).

Examinations
Students must take examinations when they are given to the class; makeup exams will be scheduled only for extraordinary circumstances. No one can be excused from an exam without notifying the instructor prior to the scheduled exam. If you miss an exam, I will assume that you have chosen to receive a "0" for your grade on that exam. The final exam will not be returned to students but may be reviewed by the student after the instructor has submitted final grades. Keep your own copy of the exam answers.

Withdrawals
Students have the right to withdraw from courses. Please note the dates on the academic calendar regarding drop dates. The earlier you drop a course, the more refund that you will receive. I urge you to maintain your commitment to this course, however, if you decide to withdraw, please recognize that it is to your benefit to do so as early as possible.

Course Policies

Acceptable Student Behavior:
Student behavior that interferes with an instructor’s ability to conduct a class or other students' opportunity to learn is unacceptable and disruptive and will not be tolerated in any instructional forum at UNT. Students engaging in unacceptable behavior will be directed to leave the classroom and the instructor may refer the student to the Dean of Students to consider whether the student's conduct violated the Code of Student Conduct. The university's expectations for
student conduct apply to all instructional forums, including university and electronic classroom, labs, discussion groups, field trips, etc. The Code of Student Conduct can be found at www.deanofstudents.unt.edu

Canvas
UNT is making transition from Blackboard to Canvas. You can find the announcement here: https://clear.unt.edu/supported-technologies/canvas. Canvas, similar to Blackboard, is an internet-based information display system. Canvas is a primary source of additional reading materials, and means of communication between you and the instructor for this course. You will use the same credentials to log in to Canvas as they did for Blackboard. The URL for our Canvas log in page is: https://unt.instructure.com/

You will find the course syllabus, additional required readings, project assignments, and class lecture notes on the Canvas site. You will submit your exercises and exams to the Turnitin assignment on the Canvas. More importantly, students are expected to check Canvas and their UNT emails frequently for course announcements and materials. Plus, all new students should get a UNT computer account the first week of the class. If you need support or have any related questions, you can find information posted online here https://clear.unt.edu/services/lms-support.

Original Work and Plagiarism
Unless explicitly assigned to work in groups, all students are expected to work independently. The project, exams, and exercises should be the student’s own work. Working together where it is clearly indicated is entirely appropriate, but if you are preparing a written product that will be submitted for evaluation, that product is expected to be the result of your work alone. Where questionable situations arise, always ask the instructor for clarification. Also, students must cite their sources where relevant, and plagiarism will be not tolerated and will be penalized severely at UNT. Please read MPA handbook for more information. You could also find information from the following website that defines academic dishonesty and available penalties: https://policy.unt.edu/sites/default/files/untpolicy/pdf/7-Student_Affairs-Academic_Integrity.pdf

The Learning Environment
The instructor is strongly committed to maintain a positive learning environment based on open communication, mutual respect, and non-discrimination. Please respect your instructor and your fellow students. Our University does not discriminate on the basis of race, gender, age, disability, veteran status, religion, sexual orientation, color, or national origin. Any suggestions as to how to further such an environment will be appreciated and given serious consideration.

Policy on Cell Phone and Laptop in the Classroom
The classroom setting at an institution of higher learning is intended to serve as a venue that permits the transfer of knowledge and facilitates the sharing of ideas. As such, it is imperative that any distractions from these stated objectives be avoided and kept to a minimum. Potential disruptions include modern electronic devices such as laptop computers and cell phones.

Students are allowed to take notes on personal laptop computers and computers in the classroom to enhance the learning process, but they should not activate their internet browsers during class or use computers for non-academic purposes (as this diverts attention from the lecture/discussion for both the student using it and others nearby). Students should also avoid using cell phones to search the Internet or text while class is in session. Please turn off your phones.
Exceptions to this policy will be at the discretion of the faculty only and may occur if searching the Internet is necessary to find additional information or facts related to the subject being covered on that particular day.

Incompletes, Late Homework, and Extra Work
In most cases, I do not allow students to do extra work (i.e. an additional paper) to improve their grade in the course. This is not fair to other students who are not given the same opportunity. Late homework will be penalized unless the student has a legitimate excuse or crisis causing the delay in completing work (i.e. illness, family death). Also, I will only grant incompletes or extension to students who have legitimate excuses or crises and who make requests prior to the end of the course.

You will lose 5% of your total score if you submit within 24 hours after the deadline. You will lose 10% of your total score if you submit between 24 hours and 48 hours after the deadline. Your assignment will not be accepted beyond 48 hours of the deadline with no legitimate reasons.

Participation by Students with Disabilities
The Department of Public Administration, in cooperation with the Office of Disability Accommodation (ODA), complies with the Americans with Disabilities Act in making reasonable accommodations for qualified students with disabilities. Students with disabilities must inform the instructor of the need for accommodations.

Please present your written accommodation request to the instructor during regular office hours before the 12th class day of regular semesters (4th class day of the summer sessions). Those who require accommodations for access and participation in this course should contact ODA at apply.oda@unt.edu. https://disability.unt.edu/

Sexual Discrimination, Harassment, and Assault
UNT is committed to providing an environment free of all forms of discrimination and sexual harassment, including sexual assault, domestic violence, dating violence, and stalking. If you (or someone you know) has experienced or experiences any of these acts of aggression, please know that you are not alone. The federal Title IX law makes it clear that violence and harassment based on sex and gender are Civil Rights offenses. UNT has staff members trained to support you in navigating campus life, accessing health and counseling services, providing academic and housing accommodations, helping with legal protective orders, and more.

UNT’s Dean of Students’ website offers a range of on-campus and off-campus resources to help support survivors, depending on their unique needs: http://deanofstudents.unt.edu/resources_. Renee LeClaire McNamara is UNT’s Student Advocate and she can be reached through e-mail at SurvivorAdvocate@unt.edu or by calling the Dean of Students’ office at 940-565-2648. You are not alone. We are here to help.

Student Perceptions of Teaching (SPOT)
SPOT is a requirement for all organized classes at UNT. This short survey will be made available to you at the end of the semester, providing you a chance to comment on how this class
is taught. Once the SPOT becomes available via your my.unt.edu portal, please complete the survey as it will help in every effort to improve the instructor’s teaching skills.
Course Schedule, Overview

Week 1:
   August 28: Introduction to the Course

Week 2:
   September 4: Historical Review: Organization Theory

Week 3:
   September 11: Public Organizations: Definition, Classification and Variation

Week 4:
   September 18: The Environments of Public and Nonprofit Organization

Week 5:
   September 25: Organizational Decision-Making

Week 6:
   October 02: No Class

Week 7:
   October 09: Leadership and Review Session

Week 8:
   October 16: EXAM 1 (Take-home Exam)

Week 9:
   October 23: Organizational Goal

Week 10:
   October 30: Organizational Structure

Week 11:
   November 06: Understanding People in Public and Nonprofit Organization

Week 12:
   November 13: Public Service Motivation

Week 13:
   November 20: No Class (Happy Thanksgiving!)

Week 14:
   November 27: Contracting Out and Review Session

Week 15:
   December 04: EXAM 2 (Take-home Exam)
Course Schedule, Detail  (subject to change)

Week 1 (August 28): Introduction to Course  
**Reading:** Rainey, Chapter 1  
**Lecture:** Organizational framework

Week 2 (September 4): Historical Review: Organization Theory  
**Reading:** Rainey, Chapter 1 and Chapter 2  
- Taylor, Scientific Management  
- Weber, Bureaucracy  
- Gulick, Notes on the Theory of Organization  
- Simon, The Proverbs of Administration

On September 4th, all students must sign up for a date to make the discussion co-lead project. 3-4 students as a group per week.

Week 3 (September 11): Public Organizations: Definition, Classification and Variation  
**Reading:** Rainey, Chapter 3  
Boyne, Public and private management: What’s the difference?  
Bozeman and Bretschneider, The “Publicness” Puzzle in Organization Theory: A test of alternative explanations of differences between public and private organizations.  
**Lecture:** Are all organizations public? The concept of “Publicness”  
*Activity 1:* (Due 09/10) What does Bozeman mean by “Publicness”? Discuss your definition of “publicness”, and your perspective toward Bozeman’s approach to distinguish between public and private organizations? Do you agree or disagree? Why?

Discussion co-lead: The “blurring” of the sectors  

Week 4 (September 18): The Environments of Public and Nonprofit Organization  
**Reading:** Rainey, Chapter 4; Chapter 5 (pp.109-132); Jeffrey Pfeffe, Chapter 5  
**Class discussion:** Applying and comparing theoretical perspectives  
**Case study:** The Case of the Vanishing Volunteers

Discussion co-lead: Theoretical Perspectives on the Environments of Public Organizations  
(focusing on comparing and contrasting population ecology, resources dependency theory, transaction cost theory, institutional perspective)
1. Jeffrey Pfeffer, Chapter 5
2. Malatesta Deanna and Smith Craig. Lessons from resource
dependence theory for contemporary public and nonprofit
management. *PAR.*

**Week 5 (September 25): Organizational Decision-Making**

*Reading:* Rainey, Chapter 5 & Chapter 7 (pp.173-193)

Lindblom, 1959. The Science of Mudding Through

*Class exercise:* Comparing Decision Making Styles

*Activity 2:* (Due 09/24) Using your local newspaper, find an example of a recent policy decision. Research the decision to discover any considerations that may help to explain how the decision came out. Alternatively, speculate on factors that led to the decision. Discuss the usefulness of the rationality model of decision making, the incrementalism model, and the garbage can model of decision-making in the context of the policy decision.

**Discussion co-lead:** *The rational model of organization*

1. Chapter 4. The Rational Model of Organization

**Week 6 (October 02):** NO CLASS (due to conference)

**Week 7 (October 09): Leadership in Public and Nonprofit Organizations**

*Reading:* Rainey, Chapter 11 & 12


*Lecture:* Models of Leadership

*Class exercise:* Leadership Models and Styles

**Discussion co-lead:** *What makes a leader? Identifying different leadership Styles*


**Review session for Exam 1**

**Week 8 (October 16):** EXAM 1 (Take-home exam)

**Week 9 (October 23): Organizational Goal and Effectiveness**

*Reading:* Rainey, Chapter 6


*Cohen et al, Chapter 10 (skim)*

*Lecture:* Organizational Goal
*Activity 3: (Due 10/22) Find the organization goal of a government at states or local levels, or a nonprofit organization. Do you think it has goal clarity or ambiguity? Is it important for the organization to have goal clarity? Why?

**Discussion co-lead: Why are goals clarity important in the public sector?**


**Week 10 (October 30): Organizational Structure-Red Tape**

*Reading*: Rainey, Chapter 8 (pp.208-242); Cohen et al, Chapter 5 (pp.92-95)


*Case study*: Brookhaven National Laboratory

**Discussion co-lead: Perceptions of organizational red tape**


**Week 11 (November 6): Understanding People in Public and Nonprofit Organization**

*Reading*: Rainey, Chapter 9


*Lecture*: The Concept of Work Motivation and Motivation Theories

*Activity 4: (Due 11/05) Find some effective HR strategies to find and maintain good people. Provide some examples of ineffective strategies or examples from your personal experience.

**Discussion co-lead: How to find and keep good people? (Discuss “Turkey Farm”)**

1. Cohen et al, Chapter 3

**Week 12 (November 13): Public Service Motivation (PSM)**

*Reading*: Rainey, Chapter 10

*Lecture:* The Important Role of Public Service Motivation in the Public Sector

*Activity 5:* (Due 11/12) Talk about your public service motivation, and your understanding about PSM. Why do you choose to work for the public sector or maintain in the public sector? Describe the motivations or incentives.

*Case study:* The Case of Joe the Jerk

*Discussion co-lead:* Is there any difference in the public service motivation between public and nonprofit organizations?


**Week 13 (November 20): No Class. Happy Thanksgiving!**

**Week 14 (November 27): Contracting Out and Transaction Costs**

*Reading:* Rainey, Chapter 4 (pp. 94-98)
Cohen et al, Chapter 7

*Lecture:* Contracting Out

*Case study:* The Case of the Crummy Contract

*Discussion co-lead:* Contract out and a transaction costs approach


**Review session for Exam 2**

**Week 15 (December 4): EXAM 2 (Take-home Exam)**