1.0: Instructor and Contact Information:

Eric T. (Rick) Mogren, PhD
Email: MogrenE@pdx.edu
Phone: (503) 936-9482
Office: URBN 570R

Please call or email to arrange appointments.

2.0: Meeting Times and Locations:

- Meeting 1: Saturday, May 14, 9:00 AM- 5:00 PM, Cramer Hall, Room 328
- Meeting 2: Saturday, June 4, 9:00 AM- 5:00 PM, Cramer Hall, Room 328
- Meeting 3: Saturday, June 18, 9:00 AM- 5:00 PM, Cramer Hall, Room 328

3.0: Course Introduction:

The study of administrative theory is rooted in the European and American industrial revolutions and America’s westward expansion of the 18th and 19th centuries. Although organizations certainly existed prior to that period, events in Europe and North America initiated an ever-expanding universe of organizations in multiple sectors established to perform an ever-widening array of functions. In the private sector, organizations took the form of for-profit businesses and corporations designed to maximize efficiency and profit. In the public sector, they took the form of government agencies and bureaus designed to provide public goods and services. Non-profit sector organizations arose to provide products and services either ignored or inadequately addressed by private business and government entities.

In response, academics and practitioners in Europe and the United States in the late 19th and early 20th centuries began studying organizational phenomena. They sought to develop generalized principles and techniques to guide organization design and lead to efficient operation regardless of setting or sector. This body of “traditional” administrative theory centered on the concepts of organizational design, hierarchical bureaucracy, and efficient administration through scientific management.

Critiques of the traditional bureaucratic model began appearing in the early to mid-20th century. A remarkable array of conceptualizations for organizations evolved as researchers and theorists from the fields of sociology, social psychology, psychology, political science, economics, and anthropology explored organizations as a widespread (but not sole) vehicle for social

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1 For examples, see the early Catholic Church and ancient Roman army.
composition. As a result, students and practitioners now have a wide variety of tools and models with which to study, design, and manage organizations of virtually every type, shape, and size.

Organizations are ubiquitous in our professional and personal lives. They are arguably the foundation upon which modern western society is built. In general, the different bodies of theory agree on a conceptual definition of organizations as complex social structures created to meet some specified need. They also agree that organizations are comprised of common identifiable components and functions, although the degree of commonality and meaning assigned to these components and functions vary.

This course introduces students to theories of organizational behavior, theories of individual behavior within organizational contexts, and the internal components and functions common to many organizations. It also provides a theory-based practical approach for the analysis and diagnosis of organizational problems. Although we focus on public organizations, most of the material presented applies to private and non-profit organizations as well.

PA 540 follows two parallel but interrelated tracks and is organized under three parts. Track 1 consists of lectures, in-class discussions, and small group work related to course readings. Track 2 is an individual case study analysis that paces alongside class meeting dates, discussions, and assignments. The three parts of the course generally correspond to the three meeting dates:

- Part 1: What organizations are and how to think about them
- Part 2: What makes organizations “tick”?
- Part 3: The operating environment

4.0: Course Methods: Consistent with your previous courses, this course follows the performance-learning approach teaching philosophy and class norms employed throughout the EMPA program. Specifically, PA 540 presents its material through readings, lectures, group and small group discussions, and a written integrative case study analysis.

5.0: Course Purposes: This course and the one that follows it (PA 545 – Organizational Development) are, in effect, one course presented in two parts. Collectively they serve two general purposes. The first is to develop in students an understanding of theories that address organizations, organizational behavior, and organizational change. The second is to apply those theories to the practice of public administration and the implementation of organizational improvements.

PA 540 concentrates about 70% of its lecture, discussion, and reading time on theory and about 30% on practical application.

PA 545 reverses those percentages, focusing about 20% of its time on theory and about 80% on practical application. Additional details on PA 545 may be found in the PA 545 course syllabus.

Taken together, the two courses directly or indirectly contribute to five of the ten EMPA required competencies as shown in Table 1:
### Table 1.
**Required Competencies Addressed in PA 540 and PA 545**

<table>
<thead>
<tr>
<th>Competency (No. and Description)</th>
<th>Contribution</th>
<th>Manner of Contribution</th>
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</thead>
</table>
| 2. Identify and apply relevant theories and frameworks to the practice of public service leadership, management, and policy (theory to practice). | PA 540: Direct PA 545: Direct | • PA 540 instills an understanding of relevant theory through readings, lecture, and class discussion.  
• In both courses, students apply theory by analyzing (PA 540) and solving (PA 545) an issue or problem facing their organization. |
| 6. Create and manage systems and processes to assess and improve organizational performance. | PA 540: Direct PA 545: Direct | Students prepare a theory-based analysis to diagnose and design an approach to (PA 540) and then solve (PA 545) an organizational problem. |
| 7. Conceptualize, analyze, and develop creative and collaborative solutions. | PA 540: Indirect PA 545: Direct | The diagnosis and analytical approach developed in PA 540 is carried forward to PA 545. In PA 545, students collaboratively develop solutions to a select number of the case studies developed in PA 540. |
| 8. Assess challenges and explore solutions to advance cross-sectorial and interjurisdictional cooperation in the delivery of public programs and service. | PA 540: Indirect PA 545: N/A | PA 540 devotes one lecture period to discuss how organization-related theory informs organizational behavior in situations of cross-sectorial and interjurisdictional governance networks. |
| 9. Demonstrate verbal and written communication skills as a professional and through interpersonal interactions in groups and in society. | PA 540: Direct PA 545: Direct | The student’s competence in conceptualizing, organizing, and expressing complex thoughts is an integral graded element for both courses. |

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**6.0: Course Outline:** Coursed material is presented in eight sessions over three meeting dates.

**6.1: Meeting 1**

Part 1: What Organizations Are and How to Think About Them

**Course orientation**

- Introductions
- Course overview
- Review of syllabus and course expectations
**Session 1: What is an “Organization”?**

- Small group and class discussion topics: What is an organization? How can we describe organizations? What general functions are common to all organizations? How are organizational boundaries defined? What is organizational structure? What is organizational behavior? Compare the organizational components (structures, subsystems, and functions) identified in Morgan, D.F. et al. (2013), Mintzberg (1993), and Morgan, G. (2006).

**Session 2: Classic (or Traditional) Organization Theory**

- Small group and class discussion topics: What is the origin of organizations as we now know them? When and why did the study of organizations begin? What is “bureaucracy”? What are its main features? What is scientific management? What are its main features? What is the fundamental premise underlying classical theory? Under classical theory, what are the primary functions of organizational managers? What are the strengths and shortcomings of the classical approach to thinking about organizations?

**Session 3: Alternative Theoretical Frameworks**

- Small group and class discussion topics: When and why did alternatives to classical theory arise? Why bother with any alternative? What is the “Human Relations School (or Model)”? What is meant by organizations as “open systems”? What is “contingency theory”? Morgan, G. (2006) offers eight conceptual frames (“images”) through which to analyze organizations. We will focus on four: the “machine image,” the “organism image,” the “cultural image,” and the “political image.” What are the strengths and shortcomings of each? How does the choice of conceptual frames influence the conduct of organizational analysis?

**Case study small group discussion**

- Describe the organization you chose as the focus your case study.
- Discuss and compare the nature of your organization with the others in your small group.
- Discuss the impact of (1) the level of analysis, (2) the nature of the organization, and (3) your frame of analysis in deciding how to resolve organizational problems or issues.

**6.2: Meeting 2**


**Session 4: The Nature of Public Organizations**

- Small group and class discussion topics: What makes public organizations unique? What is the role of politics and policy on organizational function and behavior? What are the functions of public organizations? How do Mintzberg’s (1993) five parts of the organization and five organizational configurations apply to public organizations? To
what degree do Morgan’s (2006) images of organizations as “machines,” “organisms,” “cultures,” and “polities” apply to public organizations?

Session 5: Organizational functions and subsystems

- Small group and class discussion topics: What functions and subsystems are common to public organizations? To what degree is functional alignment within an organization’s subsystems important? How do the subsystems and functions identified in Rainey (2014), Morgan, et al. (2013), Mintzberg (1993), and Morgan (2006) compare? How do they compare with your personal experience?

Session 6: The People: Culture, Identity, and Leadership

- Small group and class discussion topics: What motivates public employees? What values do they tend to hold in common? To what degree do the motivations of public sector employees differ from those in the private or nonprofit sectors? What does “leadership” mean in an organizational context? How is organizational culture defined? What is organizational identity? What is the relationship between organizational leadership, culture, and identity? What influences do culture and identity exert on organizational behavior? What are the enhancements and limitations that culture and identity exert on leadership?

Case study small group discussion

- Describe the nature of the issue or problem that you intend to analyze in your case study.
- Describe the level of analysis chosen for your case study and explain why you chose it.
- Describe the three conceptual metaphors (one primary and two supporting) from Morgan, G. (2006) that you intend to use in your analysis. Explain why you chose them.
- Explain the degree of alignment you see between your organization’s environment and its five general subsystems as defined by Morgan, G. (2006, p. 55-58). Are those general subsystems relevant to your focal organization? Are there other subsystems relevant to your organization that are not identified by Morgan, G. (2006)? Does the issue pending before your organization threaten that alignment? Or is (mal)alignment itself the issue?

6.3: Meeting 3

Part 2: What Makes Organizations “Tick”? (Continued)

Session 7: Decision Making

- Small group and class discussion topics: What is the role of power in organizational decision making? What are “traditional” models of decision making? In which ways do Beach and Mitchell (1998) find them lacking? What do the authors mean by “image theory”? What are the components of image theory? To what degree is Beach and Mitchell’s (1998) theory consistent with decision making within your organization?
Part 3: The Operating Environment

Session 8: Constituencies and Networks

- Small group and class discussion topics: What constituencies does your organization serve? What are their expectations? What is the nature of the relationship between your constituencies and the organization? How do constituencies influence organizational culture and behavior? What does the phrase “governance by network” mean? Why is it so prevalent? What challenges are presented in meeting the horizontal needs of network participation and the vertical demands of organizational hierarchy? What are the opportunities and challenges presented by network governance? What are the implications for public service training? What are the differences in the network experience of nonprofit organizations and the experience of public organizations?

Case study small group discussion

- Present your case study to your fellow class members, emphasizing the way you applied the three organizational metaphors you chose and the degree to which existing organizational subsystems will assist or hinder the resolution of your issue/problem/challenge.
- The intent is to conduct a critical peer review of each other’s work prior to final submittal.

Course wrap-up and evaluation

7.0: Course Expectations and Evaluation:

We have a lot of material to cover. It is important that we start on time and that each student arrives ready to participate in the day’s discussions. Please be prompt and prepared. The EMPA Class Norms you developed in PA 517, 518, and 533 apply.

7.1: Assignments: See table of assignments at attachment 1.

7.2: Expectations and deliverables:

1. Completion of readings as assigned for each session
2. Student preparation for, attendance at, and participation in each session
3. Case study analysis

7.3: Case study analysis:

- Each student is to analyze an issue, challenge, or problem facing an organization with which you are personally familiar. The analysis will follow the diagnostic model offered by Morgan, G. (2006, chapter 11) as informed by Mintzberg (1993).
- The case study will be developed as the course progresses, with parts completed before and brought to each class meeting. A portion of each class session will be devoted to peer review and discussion of each other’s project. Students will have the opportunity to
revise their project based on the class lectures and discussions following class. Assignments are to be posted for grading on D2L by 5:00 pm on the day following class.

- The goal of the case study is to develop a framework for analyzing the issue, challenge, or problem that you identified. You are **NOT** to offer a solution to that problem. An outline and submission requirements for each meeting date are found at attachment 2.

7.4: Grading: Your course grade will be based on a 100-point system, converted to a letter grade at the end of the course. Points are assigned as follows:

- 20 percent for preparation and in-class participation. Class participation is extremely important. Missing one day of class equates to missing about a third of the course material. It also denies fellow students the benefits of your experience. Excused absences will granted on a case-by-case basis for family or work emergencies or significant family events if requested (in advance or, for emergencies, as soon as possible).
- 20 percent for the first part of your case study submission.
- 20 percent for the second part of your case study submission.
- 40 percent for your final case study submission.

Your writing grade for each submittal will be based on the following grading rubric:

<table>
<thead>
<tr>
<th>Grading Rubric for Written Reports and Oral Presentation</th>
<th>Scale</th>
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<tbody>
<tr>
<td>Grade Factor</td>
<td>Evaluation</td>
</tr>
<tr>
<td>Content</td>
<td>Needs Improvement</td>
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<tr>
<td>Logic</td>
<td>Minimally Meets</td>
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<tr>
<td>Critical Synthesis</td>
<td>Good</td>
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<tr>
<td>Writing/Format/Oral Presentation</td>
<td>Very Good</td>
</tr>
<tr>
<td>Average</td>
<td>Outstanding</td>
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</table>

- Content. Do you have a coherent argument to make? Do you fully address the question(s) being asked in the assignment?
- Logic. Do you present your argument in a well-organized and logical manner?
- Critical Thinking. Are you critically applying the models and frameworks introduced in the course to your writing?
- Writing / Format. Is your use of grammar, sentence structure, punctuation, and word choice correct and appropriate for your audience? Does your formatting follow American Psychological Association (APA) standards and course assignment guidelines?

Late assignment submittals will be downgraded by five percentage points (1/2 letter grade) unless previously approved in advance by the instructor.
8.0: Mandatory Safe Campus Online Training Module

If you have not done so already, please complete the Safe Campus Module in D2L. The course is titled "Creating a Safe Campus: Preventing Gender Discrimination, Sexual Harassment, Sexual Misconduct and Sexual Assault."

As of the fall term, 2014, PSU requires all students to take the learning module entitled “Creating a Safe Campus: Preventing Gender Discrimination, Sexual Harassment, Sexual Misconduct and Sexual Assault.”

The module should take approximately 45 minutes to complete and contains important information and resources.

If you or someone you know has been harassed or assaulted, you can find resources on PSU’s Enrollment Management & Student Affairs: Sexual Prevention & Response website at http://www.pdx.edu/sexual-assault.

PSU’s Student Code of Conduct makes it clear that violence and harassment based on sex and gender are strictly prohibited and offenses are subject to the full realm of sanctions, up to and including suspension and expulsion.

If you are having technical difficulties with the module contact OIT’s help desk at 503-725-HELP (4357) or help@pdx.edu. If you have any questions about the module requirement refer to Safe Campus Module FAQs or contact saveact@pdx.edu. Do not contact your instructor.

9.0: Course Reading Materials:

9.1: Required Books:


9.2: Required readings posted on D2L:


9.3: Optional Reading: See attachment 3.

Attachments:
1: Table of Assignments
2: Case Study Outline
3: Optional Reading
Table 2. Assignments

<table>
<thead>
<tr>
<th>Meeting Date</th>
<th>Session Title</th>
<th>Reading Assignments</th>
<th>Case Study Assignments</th>
</tr>
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<tbody>
<tr>
<td><strong>Meeting 1:</strong></td>
<td><strong>What Organizations Are and How to Think about Them</strong></td>
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<tr>
<td>1: What is an “organization”?</td>
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<td>• Read Morgan, G. (2006) chap 1</td>
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<td></td>
<td></td>
<td>Complete case study part 1 and bring to class (see attachment 2)</td>
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<tr>
<td>2: Classic Organizational Theory</td>
<td>Read: Rainey (2014) chap 2 (pp. 16-26)</td>
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<td>3: Alternative Theoretical Frameworks</td>
<td>Read: Rainey (2014) chap 2 (pp. 26-52)</td>
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<td><strong>Meeting 2:</strong></td>
<td><strong>What Makes Organizations “Tick”?</strong></td>
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<td>4: The Nature of Public Organizations</td>
<td>Read: Rainey (2014) chap 3</td>
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<td>5: Organizational functions and subsystems</td>
<td>• Skim: Rainey (2014) chaps 6 &amp; 7</td>
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<td>• Read: Rainey (2014) chap 8 (pp. 208-242)</td>
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<td>6: The People: Culture, Identity, and Leadership</td>
<td>• Read: Rainey (2014) chap 9, chap 10, and chap 11 (pp. 335-374). Optional:</td>
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<td>• Read: Ashforth and Mael (1989)</td>
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<td>• Skim: Schein (2010) chap 1 &amp; 2</td>
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<tr>
<td><strong>Meeting 3:</strong></td>
<td><strong>“Tick” (continued)</strong></td>
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<tr>
<td>7: Decision Making</td>
<td>• Read: Rainey (2014) pp. 183-193</td>
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<td>• Read: Pfeffer (1981)</td>
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<td>• Read: Beach and Mitchell (1998)</td>
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<tr>
<td><strong>The Operating Environment</strong></td>
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<td>• Read Morgan, G. (2006), chap 11 (pp. 345-362)</td>
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<tr>
<td>8: Constituencies and Networks</td>
<td>Read:</td>
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<td></td>
<td>• Goldsmith and Eggers (2004) chaps 1, 2, &amp; 3</td>
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<td></td>
<td>• Mogren (2014)</td>
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<tr>
<td><strong>Wrap up</strong></td>
<td>Complete course evaluation (in class)</td>
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Attachment 2

Case Study Outline

Part 1: Prior to the first meeting date, complete the following aspects of your case study analysis. In effect, this part introduces the organization you wish to study. You may arrange the various components in any order you wish. The target length of the first submittal is 2 – 3 double-spaced typed pages:

- The name of the organization.
- Describe the organizational type (public or nonprofit) and funding source(s) (see Rainey (2014), p. 72).
- Describe the mission of the organization and the nature of its work.
- Describe whether the organization represents a “closed” or “open” system.
- Describe the products and services provided.
- Describe the organizational size (number of people) and budget.
- Identify the location(s) at which organizational work is performed.
- Describe the operating environment:
  - The place of the organization within the larger vertical hierarchy (if any).
  - The clients / constituencies served.
  - Other organizations with which the organization must interact (its operating network(s)).
- Identify which of the configurations offered by Mintzberg (1993, p. 23) most closely aligns with your chosen organization.
- Describe the coordinating processes (per Mintzberg) used within the organization.
- Describe the parts of the organization. Use the five-part framework offered by Mintzberg, 1993, pp. 9-19 as a guide. Add additional components, if appropriate.
- Describe the organizational leadership environment:
  - How is leadership exercised?
  - Who exercises it?
- Describe the organizational culture and values:
  - What values are promoted or espoused by the organizational leadership?
  - What are the shared values held by organizational members?
  - What are the normative expectations of the organization on its members?
  - How influential are values in organizational decision making?
- Identify and describe other aspects or components of the organization that you feel important.
Part 2: Prior to the second meeting date, complete the following aspects of your case study analysis. This portion of the assignment identifies the problem you wish to study in the organization identified in part 1, the level of the organization to which the problem applies, and the conceptual frameworks you plan to use to conduct your analysis. You may arrange the various components in any order you wish. The target length of this submittal is 7-8 double-spaced typed pages in addition to the pages you wrote for assignment part 1. Please append this portion of the case study to your first submittal.

- Describe a problem, challenge, or issue facing your organization that you wish to analyze. Explain the impact of that problem on the organization’s subsystems, responsibilities, and/or values as applicable.

- Describe the alignment between the organization’s environment and its five subsystems (per Morgan, G., 2006, pp. 55-58) and the relationship of your selected problem to that alignment.

- Identify the level of analysis (individual, organizational subunit, the complete organization, or the organizational environment) you believe applicable to the problem you wish to study.

- Analyze the applicability of Morgan G. (2006)’s “machine,” “organism,” “cultural,” and “political” conceptual images to the problem and organizational level you wish to study. Explain the strengths and weaknesses of each as it relates to the issue under study.

- Based on the previous analysis, select one primary and two supporting images (conceptual frameworks) that will form the basis for your final analysis.

Part 3. Part 3 is an analytical synthesis of your work to date. The intent is to explain the analytical approach you would take to solve the problem identified. The target length of the completed case study is 12-15 double-spaced typed pages. Previously submitted work may be revised as you feel appropriate.

- Design an approach to solving the issue or problem identified for your organization, using the method presented in Morgan, G. (2006) chapter 11. Identify the “story line” and investigative questions as suggested by each of your selected conceptual images.

- Once you have established your story line and identified your questions, diagnose the degree to which each organizational subsystem offers opportunities and/or obstacles to answering those questions and resolving the issue at hand. (Note that your subsystem diagnosis may open lines of inquiry in addition to those suggested by chapter 11 in Morgan, G. (2006)). In your diagnosis, discuss how the opportunities presented can be exploited and how anticipated obstacles can be avoided or overcome.
Attachment 3

Optional Reading

Those wishing to further explore the concepts raised in this course may be interested in the following:

Organizational theory and behavior:


Organizational analysis and design:


Non-profit organizations:


Organizational identity and culture:


Organizational decision-making:


New Public Governance (network governance):


