

PAPA 6194 (96743, 97431)
CAPSTONE SEMINAR IN PUBLIC ORGANIZATIONS:
STRUCTURING, AGENCY, AND POLICY DYNAMICS
(RESIDENCY CAPSTONE, 2007-08)
PROFESSOR KAREN HULT

Hours: Thomas-Conner Thursday 2-3, and by appt.
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The seminar will explore the effects (on, e.g., organizational performance, policy, accountability) of varying constitutional/institutional designs, leadership strategies, and policy attributes. Over at least the last two decades, policymakers and citizens in the U.S. and other advanced industrialized countries have focused renewed attention on the effectiveness, accountability, and responsiveness of government agencies. Much of the rhetoric and many of the techniques of “new public management” have diffused around the world, especially in Anglo-American settings. Meanwhile, at the U.S. national level, GPRA, the National Performance Review, and the President’s Management Agenda have been joined by increased outsourcing, changes in personnel systems, and large- (and small-) scale reorganizations. Far less clear are the *impacts* of, for example, human design and re-design of organizations, the complex networks in which public organizations are embedded, or the organizational, institutional, and policy dynamics that operate across numerous levels of analysis (ranging from individuals to global systems). Informed by diverse organizational and institutional perspectives, we will examine the influences of, for instance, human design and re-design of institutions and organizations, the complex and sometimes volatile networks in which organizations and institutions are embedded, and political and policy constraints and opportunities.

Our exploration of these ideas will take three primary avenues. First, seminar participants will critically review some of the efforts to define, theorize about, empirically study, and assess the influences and constraints of structuring, agency, and policy on governance, paying particular attention to factors highlighted by major organizational and institutional perspectives. Throughout, we will seek to determine the relevance of such work to governmental and non-profit organizations and to the concerns of public administration, public management, and policy more generally. Second, seminar members will join in the scholarly dialogue by writing article-length papers for target journals that extend, criticize, or apply institutional or organization theoretical ideas and by commenting on the drafts of others. Third, members will share their ideas and insights with the larger CPAP community during High Table weekend in March 2008.

READING

The following books are *required* and are available at the University and Tech bookstores:

- Robert Agranoff, *Managing Within Networks: Adding Value to Public Organizations* (Georgetown University Press, 2007).
- Laurence E. Lynn, Jr., Carolyn J. Heinrich, & Carolyn J. Hill, *Improving Governance: A New Logic for Empirical Research* (Georgetown University Press, 2001).
- W. Richard Scott, *Institutions and Organizations*, 2nd edition (Sage, 2000).
- Amy B. Zegart, *Flawed by Design: The Evolution of the CIA, JCS, and NSC* (Stanford University Press, 1999).

A *recommended* book also is available:

- W. Richard Scott & Gerald F. Davis, *Organizations and Organizing: Rational, Natural, and Open Systems Perspectives* (Pearson Prentice Hall, 2007).

The assigned journal articles may be accessed electronically through Newman Library using a Virginia Tech account or in some cases are available on Blackboard. The following abbreviations are used for journals: *ARPA*, *American Review of Public Administration*; *ASQ*, *Administrative Science Quarterly*; *JPAM*, *Journal of Policy Analysis & Management*; *JPART*, *Journal of Public Administration Research & Theory*; *PAR*, *Public Administration Review*; *PPMR*, *Public Performance and Management Review*.

For those who want other reviews or overviews of organization theory, the following books may be useful: Shafritz, Ott, & Jang, *Classics of Organization Theory*, 6th edition (Wadsworth, 2005); Hatch & Cunliffe, *Organization Theory: Modern, Symbolic, and Postmodern Perspectives* (Oxford, 2005); Scott & Davis, *Organizations and Organizing: Rational, Natural, and Open Systems Perspectives* (Prentice-Hall, 2007); Perrow, *Complex Organizations: A Critical Essay*, 3rd edition (Random House, 1986); Clegg, Hardy, Lawrence, & Nord, editors, *Handbook of Organization Studies*, 2nd edition (Sage, 2006); Aldrich, *Organizations Evolving* (Sage, 1999); Gortner, Nichols, & Ball, *Organization Theory: A Public and Nonprofit Perspective*, 3rd edition (Wadsworth Thomson, 2007). Please also raise more specific questions or concerns in seminar or ask me.

For writing, helpful references include:

- Anne Sigismund Huff, *Writing for Scholarly Publication* (Sage, 1999).
- Diana Hacker, *A Pocket Style Manual*, 4th edition (Bedford/St. Martin's, 2004).
- Diana Hacker, *Research and Documentation in the Electronic Age*, 4th edition (Bedford/St. Martin's, 2006).

SEMINAR REQUIREMENTS

1. **Profiles of Academic Journals:** Each seminar member will be asked to write "profiles" of *two* scholarly journals that publish articles on organization theory/behavior or on government or not-for-profit organizations. These profiles will be posted on Blackboard and shared with the rest of the class. Profiles should include descriptions and analyses of the typical contents of *at least* one year's issues for each of the journals and information on submitting manuscripts.

2. **Reviewing Exercise:** Seminar members will be asked to act as referees for an anonymously submitted manuscript (to be distributed in class). Each student will submit a written review of the manuscript that a) recommends whether it should be published as is, published with minor changes, revised and resubmitted, or rejected; and b) offers suggestions for how the ms. might be improved.

3. **Paper and Presentation:** Each seminar member (working either individually or with someone else) will write *multiple* drafts of an article-length paper that extends, criticizes, or applies organizational (or institutional) theoretical ideas to address some issue in public administration, public management, or public policy. Early in this process, students will select an appropriate *target journal* for possible submission of the paper. Papers should be drafted for this journal's primary audience(s) and should be prepared following the journal's manuscript requirements. These papers will be presented and discussed during High Table in late March 2008. The aim by the end of the course will be to produce a manuscript of publishable quality (i.e., one that is suitable to be presented at a national or regional academic conference *and* to be submitted to a scholarly journal).

4. **Seminar Participation:** As in any seminar, participation is critical. In addition, in this seminar, members will be commenting on others' draft manuscripts. If a student must miss a seminar meeting, please let me know *in advance* whenever possible.

Grades will be determined according to the following distribution:

Journal profiles	10%
Reviewing exercise	15%
Paper and presentation	60%
Seminar participation	15%

Other Notes

- **Policy on incompletes:** The success of a seminar such as this depends on each participant completing all of the scheduled activities. Thus, incompletes will *not* be available; the only exception is a confirmed medical condition that interferes with a student's ability to complete the work within the time allotted.
- *The Virginia Tech Graduate Honor Code is in effect throughout the course. Any student with special needs or circumstances should feel free to meet with me.*

SEMINAR SCHEDULE

POLYCOM: SEMINAR INTRODUCTION (August 23)

HARRISONBURG, JAMES MADISON UNIVERSITY, TAYLOR HALL 402 (September 15, 10-12, 1-4)

I. Initial Issues and Questions

- Lynn, Heinrich, & Hill, ch. 1
- Agranoff, ch. 1
- Ingraham, "Performance: Promises to Keep and Miles to Go," *PAR* 65 (July/August 2005): 390-95
- Koppell, "Pathologies of Accountability," *PAR* 65 (Jan/Feb 2005): 94-108
- Knight & Johnson, "The Priority of Democracy: A Pragmatist Approach to Political-Economic Institutions and the Burden of Justification," *American Political Science Review* 101 (February 2007): 47-61
- Thunder, "Back to Basics: Twelve Rules for Writing a Publishable Article," *PS: Political Science and Politics* 37 (July 2004): 493-95

II. Contemporary Landscape: Empirical Findings and Orienting Frameworks

- Lynn, Heinrich, & Hill, chs. 2-5
- Scott, chs. 1-5
- Agranoff, chs. 2-3
- Hill & Lynn, "Is Hierarchical Governance in Decline? Evidence from Empirical Research," *JPART* 15 (no. 2, 2005): 173-95
- Rainey & Steinbauer, "Gallopig Elephants: Developing Elements of a Theory of Effective Government Organizations," *JPART* 9 (no.1, 1999): 1-32
- Dias & Maynard-Moody, "For-Profit Welfare: Contracts, Conflicts, and the Performance Paradox," *JPART* (April 2007): 189-211

BLACKSBURG (October 11-13)

III. INFLUENCE DYNAMICS

A. Environment and Context (October 11)

**Journal profiles due in seminar October 11.

- Scott, ch. 6
- Waterman & Meier, "Principal-Agent Models: An Expansion?" *JPART*, 8 (no. 2, 1998): 173-202
- Provan & Milward, "A Preliminary Theory of Interorganizational Network Effectiveness," *ASQ* 40 (March 1995): 1-33
- Van Slyke, "Agents or Stewards: Using Theory to Understand the Government-Nonprofit Social Service Contracting Relationship," *JPART* (April 2007): 157-87
- Zegart, chs. 1-3

B. Structuring (October 12)

**Tentative paper topic/question (or, article purpose, focus) posted on Blackboard by class meeting October 12th.

- Zegart, chs. 4-7
- Scott, ch. 7
- Agranoff, ch. 6
- Olsen, "Maybe It Is Time to Rediscover Bureaucracy," *JPART* 16 (January 2006): 1-24
- Skelcher, "Does Democracy Matter? A Transatlantic Research Design on Democratic Performance and Special Purpose Governments," *JPART* (January 2007): 61-76
- Knott & Payne, "The Impact of State Governance Structures on Management and Performance of Public Organizations: A Study of Higher Education Institutions," *JPAM* 23 (no. 1, 2004): 13-30

C. Mission, Task, and Culture (October 13)

- Zegart, ch. 8
- Agranoff, chs. 4-5
- Durant, "Agency Evolution, New Institutionalism, and 'Hybrid' Policy Domains: Lessons from the 'Greening' of the U.S. Military," *Policy Studies Journal* 34 (November 2006): 469-90
- Pandey, Coursey, & Moynihan, "Organizational Effectiveness and Bureaucratic Red Tape: A Multimethod Study," *PPMR* 30 (March 2007): 398-425

**Initial paper proposal posted on Blackboard *no later than 5 p.m. October 24.*

POLYCOM (OCTOBER 25)

D. Agency

- Verhoest, "Effects of Autonomy, Performance Contracting, and Competition on the Performance of a Public Agency," *Policy Studies Journal* 33 (May 2005): 235-58
- Meier & O'Toole, "Public Management and Organizational Performance," *JPAM* 21 (no. 4, 2002): 629-43
- Fossett & Thompson, "Administrative Responsiveness to the Disadvantaged: The Case of Children's Health Insurance," *JPART* 16 (July 2006): 369-92
- Frenkel & Sanders, "Explaining Variations in Co-Worker Assistance in Organizations," *Organization Studies* 28 (no. 6, 2007): 797-823

**Revised paper proposal posted on Blackboard by Thursday, November 15th.

**E-mailed or posted critiques of paper proposals due by November 26th.

HARRISONBURG, JAMES MADISON UNIVERSITY, TAYLOR HALL 304 (December 1, 10-12, 1-4)

IV. Implementation and Impact

- Agranoff, chs. 7-10
- Scott, ch. 8
- Nelissen, "The Administrative Capacity of New Types of Governance," *Public Organization Review* 2 (2002): 5-22
- Huang & Provan, "Structural Embeddedness and Organizational Outcomes in a Centrally Governed Mental Health Services Network," *Public Management Review* 9 (no. 2, 2007): 169-89
- Rodriguez, Langley, Beland, & Denis, "Governance, Power, and Mandated Collaboration in an Interorganizational Network," *Administration & Society* 39 (April 2007): 150-93
- Fernandez & Pitts, "Under What Conditions Do Public Managers Favor and Pursue Organizational Change?" *ARPA* 37 (September 2007): 324-41

**Article outline, working bibliography, and selection of two possible target journals posted on Blackboard by December 6th.

SEMINAR SCHEDULE: Spring 2008 (dates, times TBA)

Tasks:

1. Read, review, and discuss anonymous manuscript for reviewing exercise.
2. Continue drafting and editing article manuscripts.
3. Provide copies of drafts to seminar members and give written feedback on others' drafts.
4. Present papers during High Table Weekend (March 28-29, 2003).
5. Submit manuscripts for review by a refereed scholarly journal.

Session 1

** Exchange first drafts of manuscripts.

V. Conclusions: State of Understanding, Next Steps

- Lynn, Heinrich, & Hill, chs. 6-8
- Scott, ch. 9

Session 2-4: Exchange, review, and discuss manuscript drafts

High Table Sessions (March 27-29): Practice presentations, deliver paper summaries and respond to questions, focus on next steps

Final working session(s): discussion of papers, publication process, contemporary status and future directions of analyses of and prescriptions for influencing governance, performance.

Final drafts and evidence that papers have been submitted to target journals *due no later than May 7th, 5 p.m.*