

Week 4

Recap: What were the problems with the Plunkitt approach to governance? Administrative decisions made for personal financial gain at public expense (*corruption*), staffing decisions made to reward political supporters rather than ability to achieve public objectives (*nepotism and cronyism*), distribution of services directed toward rewarding political support (*favoritism*), larger public problems not addressed (*ineffectiveness*): We want administration to be subordinate to politics (voice of the people, essence of democracy) but not to “politics,” which is concerned with perpetuating the terms of current office holders. **The Goal:** responsiveness without corruption, efficiency without unresponsiveness; reconciling bureaucracy and democracy = role of PA. Do this with noetic authority. PA combines political science and management, but is distinct from both because public institutions are different: (1) agency: acting for self or others; (2) interest: benefit insiders or outsiders; (3) access: openness to environment. Another formulation: (1) task environment: public more complex, less stable, less competitive, more penetrated by environmental forces; (2) organizational missions: goals are more distinctive, more numerous, and less defined; (3) structural constraints: more constrained by bureaucracy and red tape and less autonomy; (4) personal values: less materialistic, more committed to serving the public interest and facilitating social change.

Lecture Preface for Chapter 3: Is a public organization different from any other organization? Henry claims strongly that there is a big difference. Still, large bureaucratic organizations can be found in other areas of life (corporations, churches) and thus it is tempting to see all such structures as having similar characteristics. This chapter introduces the key concepts used to comprehend organizational life and behavior and to differentiate among public, private, and nonprofit organizations. It will be important to understand the distinction between the open and closed organizational models and the relationships among organizational structure, internal and external constituencies, and the operating environment. Henry concludes that organizations contain elements of both the open and closed models and that they try to survive by reducing uncertainty, though public organizations will face special problems in this regard, from both the inside and the outside.

But the big question that you should keep in mind while reading this chapter is the following: To what extent do the theories discussed in this chapter offer you any help were you to be put in charge of a public sector organization? The closed and open models of organizations are offered here as ideal types; that is, they are theoretical models and not intended as adequate descriptions of any real, existing organizations. Still, these ideal types suggest that there is a range of variables that practicing managers should keep in mind as they plan their tactics and strategy for getting things done in the public sector. For example, Henry suggests that work tasks are related to organizational environment; a stable, routine environment will lead to routine tasks, whereas an unstable environment will require non-routine tasks. This suggests further that changes in the environment require changes in the way organizations are managed: a big bureaucracy, with routine tasks, can suddenly seem very ineffective if its environment becomes unstable. Managing people in stable, routine organizations is also different from managing people in organizations that require adaptation and change; whom you hire, how you motivate them, and how you allow them to relate to the work they do (telling them what to do versus involving them in the decision-

making) can be very different depending on the nature of the organization. It is also interesting that Henry concludes by saying that all organizations attempt to reduce uncertainty. If that is the case, what are its implications for managers? As you read the chapter, therefore, try to create a checklist of variables that you would use as manager to guide your efforts to manage in both stable and unstable environments.

Is a public organization different from any other organization? Henry claims strongly that there is a big difference. Still, large bureaucratic organizations can be found in other areas of life (corporations, churches) and thus it is tempting to see all such structures as having similar characteristics. This chapter introduces the key concepts used to comprehend organizational life and behavior and to differentiate among public, private, and nonprofit organizations. It will be important to understand the distinction between the open and closed organizational models and the relationships among organizational structure, internal and external constituencies, and the operating environment. Henry concludes that organizations contain elements of both the open and closed models and that they try to survive by reducing uncertainty, though public organizations will face special problems in this regard, from both the inside and the outside.

Using the concepts from this chapter, how would you analyze the political machine of Plunkitt's era? It was certainly an organization with a hierarchical structure, but what was the basis of that structure, what was its relationship to its members and the people it served, and how did it interact with its task environment? From what you can tell, what is the organizational structure behind the customer service initiatives in the ICMA-TV videos? How do those organizations relate to their task environment? Do they seem like open or closed organizations?

Chapter Three

THE THREADS OF ORGANIZATIONS: THEORIES

CHAPTER OVERVIEW

The major models of organizations as developed by numerous theorists are explained. The characteristics of the open and closed models of organizations are explained, as well as the essential differences between these models. Particular attention is paid to the assumptions each model makes about environment, the human condition, motivation, manipulation, organizational power, and the moral significance of organizations in society. The chapter concludes with a discussion of reconciling open and closed models.

CHAPTER OBJECTIVES

1. Understand the primary characteristics of the closed model of organization and be able to identify the major theories that emerged from this perspective.
2. Understand the primary characteristics of the open model of organizations and be able to identify the major theories that emerged from this perspective.
3. Define organizational development (OD) and discuss its primary advantages and disadvantages for public agencies.
4. Explain the differences between open and closed models in the following areas:
 - a. assumptions about power

- b. assumptions about the organizational environment
 - c. assumptions about the human condition
 - d. assumptions about motivation
 - e. assumptions about manipulation
 - f. assumptions about the moral significance of organizations in society
5. Understand the assumptions upon which a synthesis of the open and the closed model of organizations are premised and explain why organizational uncertainty can be positive.

CHAPTER OUTLINE

THE CLOSED MODEL OF ORGANIZATIONS

Characteristics of the Closed Model of Organizations

Bureaucratic Theory

Scientific Management

Administrative Management

THE OPEN MODEL OF ORGANIZATIONS

Characteristics of the Open Model of Organizations

Human Relations

The Hawthorne Experiments
A Hierarchy of Human Needs
Hygienic Factors and Motivator Factors
Perks and Pay
Accomplishment and Appreciation
Motivating Mentors
Rude, Crude, and Lewd: The Impact of Negative Motivators
Motivating Public and Nonprofit Administrators
Organization Development
OD: Mission and Methods
OD: The Public Experience
OD: Crisis and Caveats
The Organization as a Unit in its Environment
Adapting to the Environment
The Environment of the Public Organization
CLOSED OR OPEN ORGANIZATIONS? (case study)
Negative physical KITA
Negative psychological KITA
Positive KITA
THE CLOSED AND OPEN MODELS: THE ESSENTIAL DIFFERENCES
Assumptions about the Organization's Environment
Assumptions about the Human Condition
Theory X and Theory Y
The Riddle of Rational Interest
Assumptions about the Role and Legitimacy of Organizational Power
Power in the Closed Model
Power in the Open Model
The Quirk in Collective Action
The Inescapability of Organizational Power
Assumptions about Manipulating Members of Organizations
Manipulations in the Closed Model
Manipulations in the Open Model
Assumptions about the Moral Significance of Organizations in Society
The Moral View of the Closed Model
The Moral View of the Open Model
Who Must be Sacrificed?
CONJOINING OPPOSITES: THE DRIVE TO REDUCE UNCERTAINTY
Uncertainty Reduction: Reconciling the Open and the Closed
The Uncertain Organization
Internal Sources of Organizational Uncertainty
External Sources of Organizational Uncertainty
ARE PUBLIC ORGANIZATIONS DIFFERENT?

KEY CONCEPTS/TERMS/INDIVIDUALS

characteristics of organizations
closed model
characteristics of closed models
ideal type
bureaucratic theory
Weber's model of bureaucracy
scientific management
Frederick Taylor
Frank and Lillian Gilbreth
person as machine perspective
concept of "therblig"
administrative management
generic management
principles of administration
POSDCORB
Mary Parker Follett
open model
characteristics of open models
human relations
Hawthorne effect
Maslow's hierarchy of human needs
self-actualization
Frederick Herzberg
motivation-hygiene theory
hygienic factors
motivator factors
negative motivators
"leadership impact"
public sector motivators
nonprofit sector motivators
organization development (OD)
Kurt Lewin
adaptive systems
contingency theory
Selznick's co-optation
KITA
essential differences between open and closed models
Theory X and Theory Y
rational interest
power
collective action
manipulation
willing submissiveness
uncertainty reduction
model synthesis assumptions