

# PP5137: Public Management and Organisational Behaviour

## Semester 1, 2014-2015

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Lecture Hours	2:00-5:00PM, Tuesdays

### COURSE DESCRIPTION

Public organizations and people working in them are critical for keeping a country running and thriving, but they often remain behind the scenes, and the importance of making public organizations work may not seem to be as valued as it should be.

The central questions underlying this module are: How should public organizations be managed? and How their functioning be improved? To answer these questions, this module is designed to enhance your integrative appreciation of important theories and concepts from a number of academic fields, ranging from public administration and business administration to political science and psychology. Case studies are introduced to bridge theories and practices. Students are encouraged to share their real-world stories from working in organizations and managing people.

Whether you have been in the private or public sector, you may have been working for a boss. In this module, you are the boss. You will be situated in a public organization and assigned to address the aforementioned questions and solve a multitude of organizational problems. This module – and theories in general – will not provide you with a panacea for these problems. Rather, they will help you to address the problems on your own, anticipating and managing change strategically, given the unique nature and missions of public organizations.

In sum, the objectives of this module are:

1. to provide students with an understanding of how and why public, private, and nonprofit organizations and management differ from one another,
2. to enhance students' understanding of the core competencies needed to shape the complex and unique organizational environment of the public sector,
3. to learn the managerial tools and strategies available to the manager and the conditions under which certain practices may be used to improve organizational effectiveness.

Some of the skills that will be reinforced in the course include the following:

- √ **Analytic, integrated and systematic approaches to problem solving.** In addition to what you have learned from previous courses, you will be introduced to organizational and managerial analytic frameworks and perspectives, and strategies and tools that will reinforce your ability to diagnose management problems and prescribe solutions.
- √ **Political skills.** You will be exposed to cases where you can observe and come to understand the politics of bargaining, negotiation, and the management of conflict.
- √ **Management skills.** You will also be exposed to cases that will give you the opportunity to learn management skills, such as motivating, delegating, organizing, staffing, and evaluating.
- √ **Communication skills and ethical reasoning.** You will be given opportunities to reinforce your writing skills and your oral communication, persuasive and rhetorical skills, as well as opportunities to practice ethical reasoning in managerial situations.

## ASSESSMENT CRITERIA

**Participation in class discussions (10%).** You will be assessed for your contribution to discussions of cases and required readings. Please read the assigned material and do necessary preparations before coming to class. If you are not in class, by definition you cannot participate.

**Syntheses (30%).** You are required to submit two syntheses of readings (excluding textbook chapters). You are asked to submit each synthesis *before* the lecture for which the readings are assigned. Each synthesis should be less than 1,600 words (including the title and references). Please submit one hard copy to the lecturer's mailbox and one soft copy to IVLE.

**“Leader of My Choice” Exercise (10%).** In Lecture 8, you will be asked to give a very brief presentation on the leader of your choice. (The leader can be yourself.) In one PowerPoint slide, explain what factors possibly made this person an effective (or ineffective) leader and why you like him/her.

**Decision Memo Exercise (50%).** You will engage in producing a decision memo, which identifies a public management problem, assesses alternative possible approaches to addressing that problem, and recommends the best option with good justifications. You will work both in groups and individually, in three stages, as follows:

- STAGE 1. Group Problem Identification Memo (10%) and Presentation (5%). You will be asked to work in a group and identify a real-world public administrative / management problem faced by a particular government or government agency. Each group will produce one memo which outlines this problem. This memo should be less than 1,600 words (including the title, appendix and references). Please submit one hard copy to the lecturer's mailbox and one soft copy to IVLE.
- STAGE 2. Individual Policy Memo (20%) and Presentation (5%). Students will work on their own to come up with a policy to address the problem identified by their group. You are not allowed to consult with other group members and classmates. You will present your policy in class, where it will be evaluated by the audience, and some marks will be awarded to the winners. The policy memo should be less than 1,800 words and is due prior to the presentation. Please submit one hard copy to the lecturer's mailbox and one soft copy to IVLE.
- STAGE 3. Group Final Decision Memo (10%). Your group will expand the group problem identification memo to include a policy analysis (i.e., assessing individual policies on certain criteria) and a final policy recommendation. You are welcome to incorporate the feedback you receive from the audience during the individual policy memo presentations. The final decision memo should be less than 5,000 words (including the title, appendix and references). The memo is due on 21 November (Tuesday). Please submit one hard copy to the lecturer's mailbox and one soft copy to IVLE.

## ATTENTION

For all written assignments, use in-text citation styles with a reference list. Assignments submitted after the stated deadline will be penalized by one grade increment—namely, an erstwhile A assignment will be counted as a B+, a B+ assignment as a B, etc. There will be no extension of deadlines. Plagiarism is a serious offense. When you use ideas from other sources, you need to cite those sources. You must use quotation marks when you reproduce exact phrases or sentences; otherwise, be sure to paraphrase. To learn how to prevent plagiarism, visit <http://www.cit.nus.edu.sg/plagiarism-prevention/>.

## TEXTBOOK

- George, J. M. and Jones, G. R. (2012) *Understanding and Managing Organizational Behavior, International Edition, 6 ed.* New Jersey: Pearson Education, Inc. [Available for purchase at the co-op; also on RBR at the Law Library]

## TOPICS & READING ASSIGNMENTS

### WEEK 1 (12 AUGUST): INTRODUCTION TO THE MODULE

*What are the goals of this module? What topics does this module cover and in what sequence, in order to maximize your learning? What do you need to do for the assignments? What is unique about public organizations?*

- Moore, M. (2000) Managing for Value: Organizational Strategy in For-Profit, Nonprofit, and Governmental Organizations. *Nonprofit and Voluntary Sector Quarterly*, 29 pp183-204.

### WEEK 2 (19 AUGUST): THE ENVIRONMENT SURROUNDING PUBLIC LEADERS AND MANAGERS

*What is the political field in which public sector leaders are working? Are there differences in the political field between public and private organizations, among public organizations and across countries?*

- Bowornwathana, B. and Poocharoen, O. (2010) Bureaucratic Politics and Administrative Reform: Why Politics Matters. *Public Organization Review*, 10:4 pp303-21.
- Furlong, S. R. (1998) Political Influence on the Bureaucracy: The Bureaucracy Speaks. *Journal of Public Administration Research and Theory*, 8:1 pp 39-65.
- Knill, C. (1999) Explaining Cross-National Variance in Administrative Reform: Autonomous Versus Instrumental Bureaucracies. *Journal of Public Policy*, 19:2 pp113-39.
- Mulgan, A. G. (2003) Japan's "Un-Westminister" System: Impediments to Reform in a Crisis Economy. *Government and Opposition*, 38:1 pp73-91.

DISCUSSION MATERIAL: Wa, Guanxi, and Inhwa: Managerial Principles in Japan, China, and Korea

### WEEK 3 (26 AUGUST): VARIETIES OF GOVERNANCE AND MANAGEMENT

*In which form of governance is your organization embedded? What is the implication of this for your management and leadership style? What are the pros and cons of various forms of governance?*

- Hood, C. (1991) A Public Management for All seasons? *Public Administration*, 69:Spring pp3-19.
- Vigoda, E. (2002) From Responsiveness to Collaboration: Governance, Citizens, and the Next Generation of Public Administration. *Public Administration Review*, 62:5 pp528-40.
- Fung, A. (2006) Varieties of Participation in Complex Governance. *Public Administration Review*, 66 pp66-75.
- Emerson, K., Nabatchi, T. and Balogh, S. (2011) An Integrative Framework for Collaborative Governance. *Journal of Public Administration Research and Theory*, 22 pp1-29.

CASE 1: HIV/AIDS in Brazil: Delivering prevention in a decentralized health system

### WEEK 4 (02 SEPTEMBER): MOTIVATING PEOPLE I

*A government is not a black box; it is made up of people. Do you know who they are and how they are different? Given these differences, how would you motivate them to achieve organizational effectiveness?*

Chapters 3 & 6 in George & Jones (2012)

- Frederick, T. (1997) *The Principles of Scientific Management*. Dover Publications. [RBR at the Law Library; available for purchase at the coop.]
- Perry, J. L. and Wise, L. R. (1990) *The Motivational Bases of Public Service*. *Public Administration Review*, 50:3 pp363-73.
- Class Discussion Materials No. 1 & 2. (Prepared by the instructor.)

CASE 2: Community Health Workers in Zambia: Incentive Design and Management

### WEEK 5 (09 SEPTEMBER): MOTIVATING PEOPLE II

*What are the rationales for using performance measures in the public sector? What makes performance management controversial? Discuss the pros and cons of individual versus group performance appraisals.*

Chapter 7 in George & Jones (2012)

- Behn, R. D. (2003) *Why Measure Performance? Different Purposes Require Different Measures*. *Public Administration Review*, 63:5 pp586-606.
- Romzek, B. S. and Dubnick, M. J. (1998). 'Accountability' in J. M. Shafritz (ed) *International Encyclopedia of Public Policy and Administration, vol. 1: A-C*. WestviewPress. (pp6-11).
- Eisenhardt, K. M. (1989) *Agency Theory: An Assessment and Review*. *Academy of Management Review*, 14:1 pp57-74.
- Aoki, N. (2013). *Institutionalization of New Public Management: The case of Singapore's education system*. *Public Management Review*.

CASE 3: Civil Service Pay in Hong Kong: Policies, System, Structure and Reform

### WEEK 6 (16 SEPTEMBER): GROUP PRESENTATION ON ADMINISTRATIVE PROBLEMS

### WEEK 7 (30 SEPTEMBER): RESPONSIBILITY, ETHICS, AND CORRUPTION

*As a manager, would you expect public administrators to behave like business employees? How would you, as a manager, ensure that employees are responsible, ethical, and honest?*

- Levitan, D. M. (1946) *The Responsibility of Administrative Officials in a Democratic Society*. *Political Science Quarterly*, 61:4 pp562-98.
- Kane, J. and Patapan, H. (2006) *In Search of Prudence: The Hidden Problem of Managerial Reform*. *Public Administration Review*, 66:5 pp711-24.
- Kernaghan, K. (2003) *Integrating Values into Public Service: The Values Statement as Centerpiece*. *Public Administration Review*, 63:6 pp711-9.
- O'Leary, R. (2010) *Guerrilla Employees: Should Managers Nurture, Tolerate, or Terminate Them?* *Public Administration Review*, 70:1 pp8-19.

CASE 4: I Paid a Bribe (Dot) Com

### WEEK 8 (07 OCTOBER): LEADERSHIP

*What factors might make a person an effective (or ineffective) leader? How might Asian leadership be different from mainstream leadership styles? Under what conditions would such leadership be well received and thrive?*

Chapter 12 in George & Jones (2012)

- Fairholm, M. R. (2004) Different Perspectives on the Practice of Leadership. *Public Administration Review*, 64:5 pp577-90.
- Westwood, R. I. (1997) Harmony and Patriarchy: The Cultural Basis for “Paternalistic Headship” Among the Overseas Chinese. *Organization Studies*, 18 pp445-480.
- Bell, D. A. (1995) ‘Democracy in Confucian Societies: The Challenge of Justification’ in D. A. Bell, D. Brown, K. Jaayasuriya and D. M. Jones (eds) *Towards Illiberal Democracy in Pacific Asia*. (pp17-40)

ACTIVITY: “Leader of My Choice” Exercise

### WEEK 9 (14 OCTOBER): DECISION MAKING AND GROUP WORK

*Life is full of decisions. How do managers and leaders make decisions in public sector organizations? Why might you hate working in a group? When does group decision-making work better than individual decision-making?*

Chapters 10, 11 & 15 in George & Jones (2012)

- Lindblom, C. E. (1959) The Science of “Muddling Through.” *Public Administration Review*, 19:2 pp79-88.
- Allison, G. T. (1969) Conceptual Models and the Cuban Missile Crisis. *The American Political Science Review*, 63:3 pp689-718.
- Herbert Simon (1986). Rationality in Psychology and Economics. *The Journal of Business*, 59:4 ppS209-S224.

CASE 7: Everest V2

### WEEK 10 (21 OCTOBER): REPRESENTATION AND DIVERSITY

*Why does diversity in government agencies matter and when does it matter? How can leaders create diverse and inclusive workplaces? What are the trade-offs involved in promoting diversity and representation?*

- ‘Theoretical Underpinnings: Why Does the Social Background of Public Administrators Matter?’ in J. Dolan and D. H. Rosenbloom (eds) *Representative Bureaucracy: Classic Readings and Continuing Controversies*. M.E. Sharpe. (pp3-22)
- Sowell, T. (2004) ‘Affirmative Action in Nigeria’ in *Affirmative Action Around the World*. Yale University Press: New Haven & London. (pp95-114)
- Rosenbloom, D. H. (1983) Public Administrative Theory and the Separation of Powers. *Public Administration Review*, 43:3 pp219-227.
- Mengistu, B. and Vogel, E. (2006) Bureaucratic Neutrality Among Competing Bureaucratic Values in an Ethnic Federalism: The Case of Ethiopia. *Public Administration Review*, 66:2 pp205-16.

CASE 8: The World Bank in 2012: Choosing a Leader

### WEEK 11 (28 OCTOBER): POLICY COMPETITION

### WEEK 12 (04 NOVEMBER): POLICY COMPETITION

### WEEK 13 (11 NOVEMBER): ORGANIZATIONAL CHANGE

*What drives organizations and governments to change? Why, in some situations, do public organizations adopt changes, while in others they resist changes? What are the challenges of implementing a change?*

Textbook Chapter 18

- Dolowitz, D. P. and Marsh, D. (2000) Learning from Abroad: The Role of Policy Transfer in Contemporary Policy-Making. *Governance*, 13:1 pp5-23.
- DiMaggio, P. and Powell, W. (1983) The Iron Cage Revisited: Institutional Isomorphism and Collective Rationality in Organizational Fields. *American Sociological Review*, 48 pp147-60.
- Lim, S. G. (1997). Sustaining Excellence in Government: The Singapore Experience. *Public Administration and Development*, 17 pp167-74.
- Painter, M. (2004) The Politics of Administrative Reform in East and Southeast Asia: From Gridlock to Continuous Self-Improvement? *Governance: An International Journal of Policy, Administration, and Institutions*, 17:3 pp361–86.

CASE 9: Transforming Singapore's Public Libraries