

**International University of Japan**  
Graduate School of International Relations  
Public Management and Policy Analysis Program

## **DCC5330 Public Management Fall 2016**

**Instructor: Yongjin Chang**  
**Time Schedule:**  
**Thursday 13:00 – 14:30 & 14:40 – 16:10**  
**Classroom: # 102**

### **Instructor's Contact Information**

Office: #306 (Main Building)  
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### **Course Description**

As public problems become “wicked,” public managers are asked to actively resolve such problems through various management strategies. As a result, along with other values, public managers give significant attention to outputs or outcomes of public management. In order for Master's students to be prepared as effective public managers, this course is designed with emphasis on two objectives: understanding of key concepts in public management theories and application of theories to real world problems. At the end of the course, students are expected to be strong on both theory and practice. This course encompasses organizational goals and effectiveness, decision-making, organizational structure, and technology, values and motives, work motivation, leadership, teamwork, network & cooperation, and organizational change and development.

### **Teaching Approach**

This course will use a variety of learning opportunities, including lecture, discussion, individual and group exercise, case analyses, student research and presentation, and guest speakers as available. Students will learn theories of public management from core readings. The instructor will give lectures to cover the core readings. All students should read core readings prior to the class. The instructor will encourage students to share their thoughts and ideas in class in order to promote students to apply theories to their work experiences.

### **Course Readings**

Rainey, Hal G (2014). *Understanding and Managing Public Organizations* (5<sup>th</sup> edition). San Francisco: Jossey-Bass.

Scholarly articles and cases as assigned.

### **Course Expectations**

This course requires extensive readings, class participation, and group presentation. Student assessment will be based on as follows:

2 Individual Papers (20% + 20%)  
Final Group Paper (30%)  
Group Presentation (10%)  
Class Participation (20%)

**2 Individual Papers (40%):** Each student is required to submit 2 individual papers. Due dates are November 3 for the first paper and December 1 for the second paper. For the first paper, each student will choose a writing topic from the contents covered from classes of week 1 to week 4. For the second paper, the writing topic will be chosen from classes of week 5 to week 8. Please carefully read this syllabus that presents examples of writing topics for each week. These topics are an example. Students could choose other topics but the topic should be related to the class. In case students select a different topic from the examples, please discuss about the topic with the instructor.

1<sup>st</sup> Paper (20%): A topic from classes of week 1 - week 4 (**Due date: November 3, 1:00 PM**)  
2<sup>nd</sup> Paper (20%): A topic from classes of week 5 - week 8 (**Due date: December 1, 1:00 PM**)

**Final Group Paper (30%):** Students organize a group (6-8 students depending on class size) for the final group project. All students in the group should have a different nationality, if possible. The final project is a comparative study of public management issues. Each group chooses a particular topic and compares the topic in 3-5 countries (depends on team members) and finds similarities and differences of their systems or cases. Conclusion could include implication of the comparison and policy recommendations to improve the current system in each country. The instructor will compose groups in the second week of the class. Due date of this group paper is **December 15 (10:00 PM)**.

**Requirements for Writing Assignments:** All writing assignments should be clearly written and well organized. The individual papers are to be typed, about 6 pages (including reference), double-spaced, and 10 -12 point (Times New Roman font). The final group paper should be about 20 pages (including reference) and other things are same as the individual paper's format. All written assignments must be on time. Late submission is not acceptable. If you could not submit the paper on time, your grade will be decreased by 20% of your paper for each day.

Your papers will be evaluated by the following criteria:

- Clear purposes or research questions
- Well organized structure
- Scope of literature review
- Effort of data collection
- Clear presentation of findings
- Contribution to the subject area
- Logical coherence
- Creativity
- Writing
- Clear reference

**Final Paper Presentation (10%):** On the last day of the class, all groups present their final paper. Please be on time.

**Class Participation (20%):** Class participation includes attendance and participation in class discussion. Class attendance is required. Any unexpected absence will result in a 20% reduction in the class participation grade. This means that if a student misses class five times, she/he will get zero (0) point for class participation. Absence due to medical emergency (involving yourself or your immediate family) may be allowed. In such cases, students should submit documentation such as a doctor's note. Being 15 minutes late is considered absent from the class. Perfect attendance does not guarantee a perfect class participation grade. Students are expected to read the assigned materials and to participate in class discussion. Active participation will lead to a high score in class participation. This grade is determined at the instructor's discretion.

**Grading System:** Student achievement in this class shall be evaluated on scale of 100, with scores of 60 or greater being regarded as passing. Student achievements are recorded according to the following letter grades:

Grade	Explanation	Points	Score
A	Distinguished	4.0	96-100
A-	Very Good	3.75	90-95
B+	Good	3.5	80-89
B	Satisfactory	3.0	70-79
B-	Satisfactory Low	2.5	66-69
C	Poor	2.0	60-65
F	Failure	0.0	Less than 60

**Make-up Exam Policy:** According to the new IUJ regulation on grading required courses, if students earn final score between 60-69 (B- or C), he/she will receive "Report Delay (RD)" grade and then have to take make-up exam during the fourth week of July. The grade will range from B-, C, to F.

**Claims for Grading:** If students think their grading is not fair, submit a one-page claim report to the instructor. The appeal must be given along with original paper, assignments, and/or exams to the instructor no later than 24 hours after the grade is released. The instructor may re-check their grading based on the submitted report. However, this does not guarantee a change. Other than this, the decision will be final.

### Class Policies

**Attendance:** Required. See 'class participation' above for more details.

**Disabilities:** Students with any form of disabilities should notify the instructor by the second week of the class so that the instructor can make reasonable accommodations.

**Syllabus:** This syllabus is tentative. The instructor reserves the right to modify any parts of the plan as necessary. Students will be notified of any such change.

**Academic Honesty:** Academic honesty is taken very seriously in this course. Students are required to be aware of the University's Academic Honesty Policy. All students are responsible for maintaining the highest standards of honesty and integrity in every phase of their academic careers. The penalties for academic dishonesty are severe, and ignorance is not an acceptable defense. Each student is responsible for understanding these standards before performing any academic work.

Students should avoid academic dishonesty and misconduct including plagiarism, fabrication, and cheating. The penalty for violation ranges from immediate F

for the class and up to expulsion from the university. Please visit <http://www.iuj.ac.jp/ir-info/cheating-policy/> and check official definition of plagiarism and cheating.

**Class Etiquette:** Electronic devices are not allowed in the class. Cell phone ringers should be turned off. Only those who sit in the front row are allowed to use their laptop, and only for taking notes. Reading the newspaper, talking during lectures, leaving class early, text messaging, emailing, and non class-related web surfing are prohibited in class. Please arrive on time.

## Course Outline and Session Schedule

### Week 1 (October 6): Class Introduction and Overview of Public Management

Rainey, Hal. G. (2014). Chapter 1: The Challenge of Effective Public Organization and Management, pp. 3-15

Behn, Robert D. (1995). The Big Questions of Public Management. *Public Administration Review*, 55(4), pp. 313-324.

#### Discussion Questions

1. What are your 3 big questions of public management?

#### Writing Assignment Topics

1. What are your 3 big questions of public management?
2. Do you agree with Behn's 3 big questions of public management? If your answer is yes, explain why. If no, explain why and answer your three big questions of public management based on your practical experience.
3. If you were to writing a book on the general topic of management, what chapters would you include? How would a book on public management differ?

### Week 2 (October 13): Organizational Goal and Effectiveness

Rainey, Hal. G. (2014). Chapter 6: Organizational Goals and Effectiveness, pp. 147-172.

Chun, Y. H. & Rainey, H. G. (2005). Goal Ambiguity and Organizational Performance in U.S. Federal Agencies. *Journal of Public Administration Research and Theory*, 15(4), pp. 529-558.

#### Suggested Readings

Lewin, A. Y., & Minton, J. W. (1986). Determining organizational effectiveness: Another look, and an agenda for research. *Management science*, 32(5), 514-538.

Quinn, R. E., & Rohrbaugh, J. (1983). A spatial model of effectiveness criteria: Towards a competing values approach to organizational analysis. *Management science*, 29(3), 363-377.

Cameron, K. (1978). Measuring organizational effectiveness in institutions of higher education. *Administrative science quarterly*, 604-632.

#### Discussion Questions

1. What are the uses, strengths and weaknesses of the following approaches to organizational effectiveness?
  - a. Goal approach to assessing organizational effectiveness
  - b. System resource approach
  - c. Participation-satisfaction model
  - d. Human resource approach
  - e. Stakeholder approach
  - f. Competing values approach

#### Writing Assignment Topics

1. Choose a goal listed on the website of a federal or state agency and discuss how it might be measured. Comment on any complications that may arise in developing measures.
2. How is organizational effectiveness measured?
3. What difficulties have you encountered in assessing your agency's performance or effectiveness?

#### Case Analysis

### **Week 3 (October 20): Formulating and Achieving Purpose: Power, Decision Making, and Strategy**

Rainey, Hal. G. (2014). Chapter 7: Formulating and Achieving Purpose: Power, Decision Making, and Strategy, pp. 173-207.

Fernandez, S. & Moldogaziev, T. (2013). Using Employee Empowerment to Encourage Innovative Behavior in the Public Sector. *Journal of Public Administration Research and Theory*, 23(1), 155-187.

Kapucu, N., & Garayev, V. (2011). Collaborative decision-making in emergency and disaster management. *International Journal of Public Administration*, 34(6), 366-375.

Keiser, L. R. (2010). Understanding Street-Level Bureaucrats' Decision Making: Determining Eligibility in the Social Security Disability Program. *Public Administration Review*, 70(2), 247-257.

Bryson, J. M. (2011). Chapter 2: The strategy Change Cycle: An Effective Strategic Planning Approach for Public and Nonprofit Organizations. In *Strategic Planning for Public and Nonprofit Organization*. pp. 41-80.

#### [Suggested Readings]

Poister, T. H. (2010). The future of strategic planning in the public sector: Linking strategic management and performance. *Public Administration Review*, 70(1), 246-254.

#### Discussion Questions

1. Give some examples of how external power and politics influence internal power and politics.
2. What assumptions underlie rational decision-making theories?
3. French and Raven provide five types or forms of power. On what is their classification based? What are the effects of these types of power?

#### Writing Assignment Topics:

1. Name a person that you admire, analyze the person's use of power in terms of the ideas and literature discussed in this chapter.
2. Find three goals that are formally expressed on websites: one from a public agency, one from a private company, and one from a nonprofit entity. Explain how achieving each goal will be affected by interpersonal relationships inside and outside the organization. Does the importance of managing interpersonal relationships differ depending on the organization type or sector? Explain your answer.
3. Using a 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 about. 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.
4. French and Raven provide five types or forms of power. On what is their classification based? What are the effects of these types of power?

#### Case Analysis

### **Week 4 (October 27): Organizational Structure, Design, Technology, Information Technology, and Social Media**

Rainey, Hal. G. (2014). Chapter 8: Organizational Structure, Design, Technology, Information Technology, and Social Media, pp. 208-256.

Moon, M. J. (2002). The evolution of e-government among municipalities: rhetoric or reality?. *Public administration review*, 62(4), 424-433.

Ahn, M. J., & Bretschneider, S. (2011). Politics of E-Government: E-Government and the Political Control of Bureaucracy. *Public Administration Review*, 71(3), 414-424.

Jun, K. N., & Weare, C. (2011). Institutional motivations in the adoption of innovations: The case of e-government. *Journal of Public Administration Research and Theory*, 21(3), 495-519.

#### [Suggested Reading]

Feeney, M. K., & Welch, E. W. (2014). Technology–Task Coupling Exploring Social Media Use and Managerial Perceptions of E-Government. *The American Review of Public Administration*, 0275074014547413.

Picazo-Vela, S., Gutierrez-Martinez, I., & Luna-Reyes, L. F. (2012). Understanding risks, benefits, and strategic alternatives of social media applications in the public sector. *Government Information Quarterly*, 29(4), 504-511.

Linders, D. (2012). From e-government to we-government: Defining a typology for citizen coproduction in the age of social media. *Government Information Quarterly*, 29(4), 446-454.

#### Discussion Questions

1. According to mainstream organization theory some factors may influence organizational structure more than the private status. What are these factors?
2. What are the design parameters that Mintzberg describes, and what are the types of organizations in his typology?
3. What is the macrostructure of public organizations?
4. What do organization theorists mean by technology?
5. How different the levels of uncertainty affect the organizational structure?

#### Writing Assignment Topics:

1. What is the link between politics, organization structure, and reform? Cite examples.
2. According to Mintzberg, the organization's structure depends on the organization itself, its members, the distribution of power, the environment, and the technical system. What four structural categories does Mintzberg use to group design decisions? Explain the nature of each.
3. How can information systems and IT be used for internal coordination and external coordination? What are intranets, and what is knowledge management? Cite examples.

#### Case Analysis

### **Week 5 (November 3): Motivation, Values, Incentives, and Work Related Attitudes**

Rainey, Hal. G. (2014). Chapter 9: Understanding People in Public Organizations: Motivation and Motivation Theory, pp. 257-296.

Rainey, Hal. G. (2014). Chapter 10: Understanding People in Public Organizations: Values, Incentives, and Work-Related Attitudes, pp. 297-334.

Park, S. M., & Word, J. (2012). Driven to service: Intrinsic and extrinsic motivation for public and nonprofit managers. *Public Personnel Management*, 41(4), 705-734.

Cho, Y. J., & Park, H. (2011). Exploring the relationships among trust, employee satisfaction, and organizational commitment. *Public Management Review*, 13(4), 551-573.

#### Discussion Questions:

1. Are there stereo types about motivation of public employees? What are they? Do you think they are true?
2. How have people tried to measure motivation? What difficulties are encountered in measuring?
3. Describe three of the methods often used in organizations to enhance motivation.

#### Writing Assignment Topics



1. Consider your own membership in an organization. Make three lists: a list of the factors that motivated you to join, a list of factors that motivate you to maintain your membership, a list of factors that may prompt you to disassociate yourself from organization. Do the same factors apply to all three cases? Are your responses (or reasoning for your responses) consistent with what scholars (Barnard, 1938; March and Simon, 1958; Peters and Waterman, 1982; Dillulio, 1994) have said on the subject of motivation and, more specifically, on the factors relevant to joining organizations and maintaining memberships?
2. Herbert Simon made the following statement with regard to incentives: "Everything... about economic rewards applies equally to privately owned, non-profit, and government owned corporations. The opportunity for, limits on, the use of rewards to motivate activities towards organizational goals are precisely the same in all three kinds organizations" (1995, p. 283, n. 3). Drawing on key readings and ideas in this chapter and in previous chapters, develop a counter argument. If possible use examples or provide evidentiary support for your position.
3. What is the difference between extrinsic and intrinsic incentives? Provide examples of both in the context of place of work.

#### Case Analysis

#### \* Due Date: Individual Paper 1

#### Week 6 (November 10): Leadership

Rainey, Hal. G. (2014). Chapter 11: Leadership, Managerial Roles, and Organizational Culture, pp. 335-381.

Orazi, D. C., Turrini, A., & Valotti, G. (2013). Public sector leadership: new perspectives for research and practice. *International Review of Administrative Sciences*, 79(3), 486-504.

Sun, R., & Henderson, A. C. (2016). Transformational Leadership and Organizational Processes: Influencing Public Performance. *Public Administration Review*.

Moynihan, D. P., Pandey, S. K., & Wright, B. E. (2012). Setting the table: How transformational leadership fosters performance information use. *Journal of Public Administration Research and Theory*, 22(1), 143-164.

#### [Suggested Readings]

Vandenabeele, W. (2014). Explaining Public Service Motivation: The Role of Leadership and Basic Needs Satisfaction. *Review of Public Personnel Administration*, 34(2), 153-173.

Hassan, S., & Hatmaker, D. M. (2014). Leadership and Performance of Public Employees: Effects of the Quality and Characteristics of Manager-Employee Relationships. *Journal of Public Administration Research and Theory*, 25(4), 1127-1155.

#### Discussion Questions

1. How did the Ohio State studies contribute to our understanding of leadership?



2. What are the strengths and limitations of the managerial grid developed by Blake & Mouton?
3. Discuss transformational and charismatic leadership styles. Do you think these leadership styles should depend on the organizational culture?
4. Explain the typology of public executive entrepreneurship developed by Marmor and Fellman (1986).

#### Writing Assignment Topics

1. Prepare a memo about organizational culture in an organization with which you are familiar. Describe the dimensions of culture using any one of the models described in the chapter. Some examples include: Wilkins (1990), Hofstede, Neuijen, Ohayv, and Sanders (1990), and Kotter and Heskett (1992).
2. Given an example of a decision that affects an organization. Compare the approach suggested by Vroom-Yetton with the perspective of Mary Parker Follet (1926). What are the similarities and differences?
3. Many public organizations undergo significant change in priorities after elections. In your opinion, what is the role of a leader in such a situation? Reference any theory or research findings that inform your answer.
4. Describe the characteristics of someone you consider a leader. In what ways might this person rely on his or her personal qualities to influence and motivate?

#### Case Analysis

#### **Week 7 (November 17): Organizational Culture**

Dingwall, R. & Strangleman, T. (2007). Organizational Cultures in the Public Service. In *The Oxford Handbook of Public Management*, edited by Ferlie E., Lynn, Laurence E. & Pollitt, C., pp. 468-490.

Smircich, L. (1983). Concepts of culture and organizational analysis. *Administrative science quarterly*, 339-358.

Ouchi, W. G., & Wilkins, A. L. (1985). Organizational culture. *Annual review of sociology*, 457-483.

Denison, D. R., & Mishra, A. K. (1995). Toward a theory of organizational culture and effectiveness. *Organization science*, 6(2), 204-223.

Schneider, B., Ehrhart, M. G., & Macey, W. H. (2013). Organizational climate and culture. *Annual review of psychology*, 64, 361-388.

#### Discussion Topics

1. Think about your organization's culture and provide examples of what kinds of organizational characteristics affect the organization's culture.

#### Writing Assignment Topics

1. Explain in general and then provide examples of how the following organizational characteristics affect the organization's culture.

2. Find an example of a public agency's mission statement or list of priorities. Discuss the connection between the statements within the mission statement and the culture it suggests.

#### Case Analysis

### **Week 8 (November 24): Network, Collaboration, & Conflict Management**

Rainey, Hal. G. (2014). Chapter 5: The Impact of Political Power and Public Policy, pp. 109-144.

Rainey, Hal. G. (2014). Chapter 12: Teamwork: Understanding Communication and Conflict in Groups, pp. 382-405.

#### Discussion Topics

1. Is conflict a negative or positive phenomenon? Explain.
2. What factors lead to conflict?
3. What are the advantages and disadvantages of groups?
4. Work groups are often used in classroom and in workplace settings to complete projects. Consider a previous group in which you participated and had to complete a project. Discuss the communications channels that you employed. What were the advantages and disadvantages of the communication process? How did the choice of communication channels affect the outcome? Does your experience square with the research on this topic?

#### Writing Assignment Topics

1. Choose a policy example and its associated influences. What main actors are closely involved with the policy? Who are the major stakeholders? Which term more accurately reflects the influences, iron triangle, issue network, or collaboration? How would you describe the relationships and influences of all the parties involved?
2. Recall a work group in which you recently participated either at school or at your place of employment. Discuss how the degree of cohesion and culture of the group affected your motivation to perform. Discuss how you as an individual may have or could have influenced the motivation level and performance of the group.
3. Explain the different ways (effective and ineffective) that people respond to conflict (Thomas, 1983). Given an example of situation in which someone would respond to one of the ways suggested by Thomas. As a public manager, what would be your strategy for dealing with the conflict if you anticipated the response?
4. Who are the advocates, zealots, and conservers in an organization, and when in the organization's life cycle are each featured? Is the Downs model an oversimplification? Explain.
5. Find an article about a public organization that has recently undergone budget cuts. Explain how the organization reacted to the cutbacks.
6. Choose two leadership theories previously discussed and explain their implications for change effort.

#### Case Analysis

**Week 9 (December 1):**

Rainey, H. G. (2014). Chapter 13: Managing Organizational Change and Development, pp. 409-448.

Rainey, H. G. (2014). Chapter 14: Advancing Effective Management in the Public Sector, pp. 449-486.

Case Analysis

**\* Due Date: Individual Paper 2**

**Week 10 (December 8): Group Presentation I & Guest Speaker (Public Management & Its Model)**

1<sup>st</sup> Session: Public Management & Its Model

GUEST Speaker: Sangyub Ryu (Professor, Hankuk University of Foreign Studies)

Required Readings

Ryu, Sangyub. Modeling Public Management: Current and Future Research. *Public Organization Review* (forthcoming).

Meier, K. J. & O'Toole, L. J. Jr. (2007). Modeling Public Management: Empirical Analysis of the Management-Performance Nexus. *Public Management Review*, 9(4), pp. 503-527.

Meier, K. J. & O'Toole, L. J. Jr. (2009). The Proverbs of New Public Management: Lessons from and Evidence-Based Research Agenda. *The American Review of Public Administration*, 39(1), pp. 4-22.

2<sup>nd</sup> Session: Group Presentation I

**Week 11: Group Presentation II & Final Group Paper Due**