

PUBLIC SECTOR MANAGEMENT

Term 1, Fall 2018

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Course Description

Governments across the world face major challenges in producing and delivering public goods and services in the context of social complexities, financial constraints and increasing demands from citizens. Public sector management involves a wide range of tasks and responsibilities that are critical in governing a country. This course aims to provide an advanced overview of a number of key issues of management in the public sector. Drawing upon the organization and operations of administrative agencies and institutions, this course intends to work toward the development of a critical understanding of concepts, strategies and outcome of public sector management. Students will analyze and reflect upon the principles and practices of public sector management. They will be required to write research essays and participate actively in the deliberations on a regular basis.

Course Objectives

Upon completion of the course, students should be able to:

- understand key concepts in public sector management;
- identify alternative approaches for analyzing issues in public sector management;
- critically examine problems in the public service and search for solutions;
- undertake research on issues related to public sector management; and
- present findings of research and write critical essays.

Required Materials and Texts

There is no required textbook. Students will have assigned readings from a variety of courses. They will be available in the Department located in KTH-501.

Class Format

The course will adopt a seminar format. Following an introductory session, a number of meetings will be devoted to the discussion of the key issues in public sector management. The sessions will highlight controversies and debates, and sensitize students to the processes and challenges encountered in public sector management. Selected members of the class will lead the discussions for these sessions, and all students are expected to participate by challenging assumptions, raising questions and contributing insight. The schedule for discussion and presentations will be finalized after the number of students in the class is finalized.

Course Evaluation – Overview

1. Proposal for Paper – 20%, due October 15, 2018
2. Participation – 20%
3. Presentation – 25%

4. Term Paper - 35%, due two weeks after the date of presentation

Course Evaluation – Details

Proposal for Paper (20%), due October 15, 2018

Students are required to identify a topic for making an oral presentation and subsequently developing it into a research paper. After choosing topics, students will submit a proposal for their papers. The proposal is expected to be 4-5 pages in length (double spaced). It should include a brief statement on the background of the topic, state the issues to be explored, key arguments to be made, research methods to be followed, and expected findings. A brief bibliography should be included. The proposal should be submitted on or before **October 15, 2018**.

Participation (20%)

Participation in classroom activities and discussions provides opportunities for students to demonstrate knowledge and understanding of the course content. Students are expected to read the assigned materials for every session and consult additional sources, wherever possible. They should take the lead in discussions and actively participate to facilitate the understanding of issues in public sector management, and address questions that are raised or inferred from the literature. The purpose will be to develop an ongoing dialogue and arrive at a systematic set of explanations reflecting students' perspective on public sector management.

Presentation (25%)

Students are expected to explore, examine and research specific problems and issues in public sector management. The class presentations should report on the content of the research in progress, examine the central arguments and evidence, as well as the validity and reliability of the conclusions. Each presenter is expected to speak for approximately 25-30 minutes, and allow 10-15 minutes for questions, comments and feedback. In this exercise, students will identify areas for deeper investigation, analyze the problems and deliberate on the possible solutions and their potential impacts, both positive and negative. There will be an opportunity to obtain feedback and new ideas from the class before finalizing the research paper. **The suggested length of time for presentations may be adjusted, if necessary, after the course begins.**

Term Paper (35%)

The purpose of the term paper is to demonstrate understanding of the concepts, ideas, debates and practice in public sector management and present them in a logical manner on the basis of clear hypotheses and evidence. This will mark the culmination of systematic research initiated with the proposals for papers. The topic should be relevant to the theme of the course, and highlight recent developments. The papers can focus on theoretical analyses, case studies, or exploration of specific aspects of public sector management. The suggested length of the term paper is 20-25 pages, but it may be

extended if there are good reasons for doing so. The term paper will be due within **two weeks** after the presentation.

Weekly Course Schedule and Required Readings

Week 1 (Sept 10) Introduction & Organization

Topic: Introduction and Organization

Readings: No readings

Week 2 (Sept 17) Nature of Public Admin & Management

Topic: The Nature of Public Administration and Management

Readings:

- Lawrence Lynn, Jr. (2001). "The Myth of the Bureaucratic Paradigm: What Traditional Public Administration Really Stood For," *Public Administration Review*, Vol. 61, 144-160.
- Guy Peters (2002). "The Changing Nature of Public Administration: From Easy Answers to Hard Questions," *Asian Journal of Public Administration*, Vol. 24, 153-183.
- Tony Bovaird and Elke Löffler (2003). "Evaluating the Quality of Public Governance: Indicators, Models and Methodologies," *International Review of Administrative Sciences*, Vol. 69, 313-328.
- Stephen Osborne (2006). "The New Public Governance?", *Public Management Review*, Vol. 8, 377-387.
- John Rimington (2009). "Public Management and Administration: A Need for Evolution," *The Political Quarterly*, Vol. 80, 562-568.

Week 3 (Sept 24) Constitutional Bases of Public Admin

Topic: The Constitutional Bases of Public Administration

Readings:

- John Hodgets (2005). "Challenges and Response: A Retrospective View of the Public Service of Canada," in B. Carroll, D. Siegel and M. Sproule-Jones, eds., *Classic Readings in Canadian Public Administration*, Don Mills, ON: Oxford University Press, 8-19.
- Nicholas d'Ombrain (2007). "Ministerial Responsibility and the Machinery of Government," *Canadian Public Administration*, Vol. 50, 195-218.

- Jeffrey Roy (2008). "Beyond Westminster governance: Bringing politics and public service into the networked era," *Canadian Public Administration*, Vol. 51, 541-568.
- Michael Jackson (2009). "Responsibility versus accountability in the Friedrich-Finer debate," *Journal of Management History*, Vol.15, 66-77.
- Jonathon Craft (2018). "Out from the Shadows: Political Staff as Public Administrators," in C. Dunn, ed., *The Handbook of Canadian Public Administration*, Toronto: Oxford University Press, Chapter 23.

Week 4 (Oct 1) Public Service Reform

Topic: Public Service Reform

Readings:

- Kenneth Kernaghan, Sanford Borins and Brian Marson (2000). *The New Public Organization*, Toronto: Institute of Public Administration of Canada, Chapters 1-2.
- David Zussman (2002). "Alternative Service Delivery," in C. Dunn, ed., *The Handbook of Canadian Public Administration*, Toronto: Oxford University Press, Chapter 4.
- Matthew Taylor (2008). "Why public service reform hasn't worked," *Public Policy Research*, September-November, 137-141.
- Janice Foley (2008). "Service delivery reform within the Canadian public sector 1990-2002," *Employee Relations*, Vol. 30, 283-303.
- Stephen Osborne (2010), "Delivering Public Services: Time for a New Theory?", *Public Management Review*, Vol. 12, 1-10.

Week 5 (Oct 8) Fall mid-term recess, NO CLASS

Week 6 (Oct 15) Horizontal Management in Public Admin

Topic: Horizontal Management in Public Administration

Readings:

- Michael McGuire (2006). "Collaborative Public Management: Assessing What We Know and How We Know It," *Public Administration Review*, Vol. 66, 33-43.
- Carolyn Johns, Patricia O'Reilly and Gregory Inwood (2007). "Formal and Informal Dimensions of Intergovernmental Administrative Relations in Canada," *Canadian Public Administration*, Vol. 50, 21-41.
- John Halligan, Fiona Buick and Janine O'Flynn (2011). "Experiments with joined-up, horizontal and whole-of-government in Anglophone countries," in A. Massey,

ed., *International Handbook on Civil Service Systems*, Cheltenham: Edward Elgar, 74-99.

- Evert Lindquist (2018). "The Limits to Defying Gravity: Horizontal Governance and Competing Values in Canada's Westminster System," in C. Dunn, ed., *The Handbook of Canadian Public Administration*, Toronto: Oxford University Press, Chapter 24.
- Luc Bernier (2018). "Crown Corporations in Canada: 'In theory, there is no difference between theory and practice. But in practice, there is'," in C. Dunn, ed., *The Handbook of Canadian Public Administration*, Toronto: Oxford University Press, Chapter 12.

Notes: Proposal for Paper (20%) due

Week 7 (Oct 22) Service Delivery & Public-Private Partnerships

Topic: Service Delivery and Public-Private Partnerships

Readings:

- Jonathon Boston (2000). "Organizing for Service Delivery: Criteria and Opportunities," in G.Peters and D. Savoie, eds., *Governance in the Twenty-First Century: Revitalizing the Public Service*, Montreal: McGill-Queens University Press, 281-331.
- Graeme Hodge and Carsten Grave (2007). "Public-Private Partnerships: An International Performance Review," *Public Administration Review*, Vol. 67, 545-558.
- John Forrer, James Kee, Kathryn Newcomer and Eric Boyer (2010). "Public-Private Partnerships and the Public Accountability Question," *Public Administration Review*, Vol. 70, 475-484.
- J.V. Denhardt and R.B. Denhardt (2015). "The New Public Service Revisited," *Public Administration Review*, Vol. 75, 664-672.
- M. Siemiatycki (2018). "Public-Private Partnerships in Canada: Reflections on Twenty Years of Practice," in C. Dunn, ed., *The Handbook of Canadian Public Administration*, Toronto: Oxford University Press, Chapter 17.

Week 8 (Oct 29) Challenges in Public Sector Management

Topic: Challenges in Public Sector Management

Readings:

- E.S. Savas (1987). *Privatization: The Key to Better Government*, Chatham, N.J.: Chatham House Publishers, 35-92.
- Lawrence White (2004). "Fannie Mae, Freddie Mac, and Housing Finance: Why True Privatization Is Good Public Policy," *Policy Analysis*, No. 528, 1-22.

- Janet Kelly (2005). "The Dilemma of the Unsatisfied Customer in a Market Model of Public Administration," *Public Administration Review*, Vol. 65, 76-84.
- Roger Wettenhall (2006). "Privatization and Development," in S. Huque and H. Zafarullah, eds., *International Development Governance*, London: CRC Press, 471-493.
- Frank Ohemeng and John Grant (2008). "When markets fail to deliver: An examination of the privatization and de-privatization of water and wastewater services delivery in Hamilton, Canada," *Canadian Public Administration*, Vol. 51, 475-499.

Week 9 (Nov 5) Regulations and Public Management

Topic: Regulations and Public Management

Readings:

- G.B. Doern (2005). "Regulatory Processes and Regulatory Agencies," in B. Carroll, D. Siegel and M. Sproule-Jones, eds., *Classic Readings in Canadian Public Administration*, Don Mills, ON: Oxford University Press, Chapter 8.
- France Houle and Lorne Sossin (2006). "Tribunals and guidelines: exploring the relationship between fairness and legitimacy in administrative decision-making," *Canadian Public Administration*, Vol. 49, 282-307.
- Rejean Landry and Frederic Varone (2009). "Choice of Policy Instruments," in P. Eliadis, ed., *Designing Government*, Montreal: McGill-Queens University Press, Chapter 5.
- Robert Schwartz and Allan McConnell (2009). "Do crises help remedy regulatory failure? A comparative study of the Walkerton water and Jerusalem banquet hall disasters," *Canadian Public Administration*, Vol. 52, 91-112.
- Christopher Taylor, Simon Pollard, Sophie Rocks and Andy Angus (2012). "Selecting Policy Instruments for Better Environmental Regulation: a Critique and Future Research Agenda," *Environmental Policy and Governance*, Vol. 22, 268-292.

Week 10 (Nov 12) Revisiting Public Bureaucracies

Topic: Revisiting Public Bureaucracies

Readings:

- Patrick Dunleavy, Helen Margets, Simon Bastow and Jane Tinkler (2005). "New Public Management is Dead – Long Live Digital-Era Governance," *Journal of Public Administration Research and Theory*, Vol. 16, 467-494.
- John Olsen (2006). "Maybe It Is Time to Rediscover Bureaucracy," *Journal of Public Administration Research and Theory*, Vol. 16, 1-24.

- Jocelyne Bourgon (2007). "Responsive, responsible and respected government: towards a New Public Administration theory," *International Review of Administrative Sciences*, Vol. 73,7-26.
- Phil Charko (2013). "Management Improvement in the Canadian Public Service, 1999-2010," *Canadian Public Administration*, Vol. 56, 91-120.
- David Johnson (2017). *Thinking Government: Public Administration and Politics in Canada*, Toronto: University of Toronto Press, Chapter 8, "Issues in Management Reform".

Notes: The remaining sessions will be devoted to student presentations on their research papers. In addition to the assigned readings, students are advised to search and locate newspaper clippings, journal articles, books and websites on relevant topics for use in discussions and presentations to enhance the quality of their work. They should also visit websites of governments (Canada, United States, United Kingdom, Australia, New Zealand) and major international organizations involved in public management reform efforts such as the Institute of Public Administration of Canada (IPAC), World Bank, Organization for Economic Cooperation and Development (OECD), and the United Nations.

Week 11 (Nov 19) Student Presentations

Topic: Student Presentations

Readings: n/a

Week 12 (Nov 26) Student Presentations

Topic: Student Presentations

Readings: n/a

Week 13 (Dec 3) Student Presentations

Topic: Student Presentations

Readings: n/a

Course Policies

Submission of Assignments

Written work must be submitted in hard copy in class and cannot be accepted electronically or by fax.

Grades

Grades will be based on the McMaster University Graduate Studies Grading Scale:

MARK	GRADE
90-100	A+
85-90	A
80-84	A-
77-79	B+
73-76	B
70-72	B-
0-69	F

Late Assignments

Late papers will be accepted, but will be subject to a late penalty of 5 per cent per weekday to a maximum of 5 days, after which they will not be accepted and a mark of 0 will be recorded. In the interest of fairness to all students, there will be no exceptions to this unless you have arranged with me in advance for an extension. Papers submitted after deadlines (including excused late papers) will be marked, but comments will not be provided.

Absences, Missed Work, Illness

Extensions on assignments can be arranged in the event of illness or similar circumstances. All extensions must be arranged in advance of the day on which a paper is due.

In light of the format of the course and the emphasis on regular and consistent participation in class discussions, attendance is mandatory. Some absences (such as in cases of illness, for example) may be unavoidable. Please contact me in advance (or as soon thereafter as possible) via email if you are going to be absent.

Avenue to Learn

In this course we will be using Avenue to Learn. Students should be aware that, when they access the electronic components of this course, private information such as first and last names, user names for the McMaster e-mail accounts, and program affiliation may become apparent to all other students in the same course. The available information is dependent on the technology used. Continuation in this course will be deemed consent to this disclosure. If you have any questions or concerns about such disclosure please discuss this with the course instructor.

Turnitin.com

In this course we will be using a web-based service (Turnitin.com) to reveal plagiarism. Students will be expected to submit their work electronically to Turnitin.com and in hard copy so that it can be checked for academic dishonesty. Students who do not wish to submit their work to Turnitin.com must still submit a copy to the instructor. No penalty will be assigned to a student who does not submit work to Turnitin.com. All submitted work is subject to normal verification that standards of academic integrity have been upheld (e.g., on-line search, etc.). To see the Turnitin.com Policy, please refer to the [Academic Integrity Policy](#).

University Policies

Academic Integrity Statement

You are expected to exhibit honesty and use ethical behavior in all aspects of the learning process. Academic credentials you earn are rooted in principles of honesty and academic integrity.

Academic dishonesty is to knowingly act or fail to act in a way that results or could result in unearned academic credit or advantage. This behavior can result in serious consequences, e.g. the grade of zero on an assignment, loss of credit with a notation on the transcript (notation reads: "Grade of F assigned for academic dishonesty"), and/or suspension or expulsion from the university.

It is your responsibility to understand what constitutes academic dishonesty. For information on the various types of academic dishonesty please refer to the [Academic Integrity Policy](#).

The following illustrates only three forms of academic dishonesty:

1. Plagiarism, e.g. the submission of work that is not one's own or for which credit has been obtained.
2. Improper collaboration in group work.
3. Copying or using unauthorized aids in tests and examinations.

Academic Accommodation of Students with Disabilities

Students who require academic accommodation must contact Student Accessibility Services (SAS) to make arrangements with a Program Coordinator. Academic accommodations must be arranged for each term of study. Student Accessibility Services can be contacted by phone 905-525-9140 ext. 28652 or e-mail sas@mcmaster.ca. For further information, consult McMaster University's Policy for [Academic Accommodation of Students with Disabilities](#).

Faculty of Social Sciences E-mail Communication Policy

Effective September 1, 2010, it is the policy of the Faculty of Social Sciences that all e-mail communication sent from students to instructors (including TAs), and from students to staff, must originate from the student's own McMaster University e-mail account. This policy protects confidentiality and confirms the identity of the student. It is the student's responsibility to ensure that communication is sent to the university from a McMaster account. If an instructor becomes aware that a communication has come from an alternate address, the instructor may not reply at his or her discretion.

Course Modification

The instructor and university reserve the right to modify elements of the course during the term. The university may change the dates and deadlines for any or all courses in extreme circumstances. If either type of modification becomes necessary, reasonable notice and communication with the students will be given with explanation and the opportunity to comment on changes. It is the responsibility of the student to check his/her McMaster email and course websites weekly during the term and to note any changes.