PUBLIC SECTOR MANAGEMENT
POLSCI 785
Fall 2021, Term 1

Instructor: Shafiqul Huque   **Office:** Virtual
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Seminar: Thursdays, 11:30am - 2:20pm   or by appointment
Room: Virtual

Contents

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

By the end of the course students should be able to:
- become familiar with key concepts in public sector management;
- identify alternative approaches for analyzing issues in public 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 sources. They will be available on-line and in Avenue to Learn (A2L)
- In addition to the assigned readings, students are advised to search and locate newspaper clippings, journal articles, books and websites on relevant topics and use them to enhance the quality of their work.
- Students are advised to search and locate relevant newspaper clippings, journal articles and books on relevant topics and use them in discussions and presentations. 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 United Nations.

Class Format

Instruction and discussions will be conducted through zoom meetings. 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 completed after the number of students in the class is finalized.

Course Evaluation – Overview

1. Proposal for Paper 20%, Due October 7, 2021
2. Participation   20%, ongoing throughout the term
3. Presentation   25%, to be scheduled
4. Term Paper   35%, due two weeks from the date of presentation

Course Evaluation – Details

Proposal for Paper (20%), due October 7, 2021

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 through Avenue to Learn on or before **October 7, 2021**.

Participation (20%), ongoing

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 material 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. Dates for leading discussions will be scheduled in class.

Presentation (25%), to be scheduled

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%), due two weeks after presentation
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 suggested length of the term paper is 20-25 pages, but it may be exceeded if there are good reasons for doing so. The term paper should be submitted through Avenue to Learn within **two weeks** after the presentation.

Weekly Course Schedule and Required Readings

Week 1 (Sep 16) Introduction and Organization

Readings: no readings assigned

Week 2 (Sep 23) Nature of Public Administration & Management

Readings:

Guy Peters (2002). "The Changing Nature of Public Administration: From Easy Answers to Hard Questions," *Asian Journal of Public Administration*, Vol. 24, 153-183.
Patrice Dutil (2014). "Paths, precedents, parallels and pendulums: The uses of the past in public policy and administration," C*anadian Public Administration*, Vol. 57, 419-435.
Mary Deutscher, Keith Walker and Peter Phillips (2019). "Conscience in public administration: More than just a chirping cricket?", *Canadian Public Administration*, Vol.62, 181-201.
John Rimington (2009). "Public Management and Administration: A Need for Evolution," *The Political Quarterly*, Vol. 80, 562-568.
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 3 (Sep 30) Constitutional Bases of Public Administration
Readings:

Anita Anand and Lorne Sossin (2018). "Independence and accountability in public and private governance," C*anadian Public Administration*, Vol. 61, 15-35.
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.

Evert Lindquist and Chris Eichbaum (2016). "Remaking Government in Canada: Dares, Resilience, and Civility in Westminster Systems," *Governance*, Vol. 29, 553-571.

Week 4 (Oct 7) Public Service Reform

Readings:

David Zussman (2002). "Alternative Service Delivery," in C. Dunn, ed., *The Handbook of Canadian Public Administration*, Toronto: Oxford University Press, Chapter 4.

Alan Zarychta, Tara Grilos and Krister Andersson (2019). "Public sector governance reform and the motivation of street level bureaucrats in developing countries," *Public Administration Review*, Vol. 80, 75-91.

Jeffrey Roy (2017). "Digital government and service delivery: An examination of performance and prospects," *Canadian Public Administration*, Vol. 60, 538-561.

Doug McTaggart and Janine O'Flynn (2015). "Public Sector Reform," *Australian Journal of Public Administration*, Vol. 74, 13-22.

Willy McCourt (2016). "New Directions for public service reforms in developing countries," *Public Administration and Development*, Vol. 38, 120-129.

Notes: Proposal for paper due

Week 4 (Oct 14) Mid-term recess, NO CLASS

Week 5 (Oct 21) Horizontal Management & Collaboration in Public Admin

Readings:

Roya Rouzbehani (2020). "Let's collaborate but how: Discussing collaboration barriers and opportunities in the digital era," *Canadian Public Administration*, Vol. 63, 660-674.

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.

Week 6 (Oct 28) Contracts, Markets and Public Service

Readings:

Janet Kelly (2005). "The Dilemma of the Unsatisfied Customer in a Market Model of Public Administration," *Public Administration Review*, Vol. 65, 76-84.

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.

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.

Matti 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.

Shimaa Elkomy, Graham Cookson, and Office of Health Economics Simon Jones (2019). "Cheap and Dirty: The Effect of Contracting Out Cleaning on Efficiency and Effectiveness," *Public Administration Review*, Vol. 79, 193-202.

Week 7 (Nov 4) Challenge of Privatization

Readings:

David van Slyke (2003). "The Mythology of Privatization in Contracting for Social Services," *Public Administration Review*, Vol. 63, 298-315.

Lawrence White (2004). "Fannie Mae, Freddie Mac, and Housing Finance: Why True Privatization Is Good Public Policy," *Policy Analysis*, No. 528, 1-22.

Frank Ohemeng and John Grant (2014). 'Neither public nor private: The efficacy of mixed model public service delivery in two Canadian municipalities," *Canadian Public Administration*, Vol. 57, 548-572.

Mislav Radich, Davide Ravasi and Kamal Munir (2021). "Privatization: Implications of a shift from state to private ownership," *Journal of Management*, Vol. 47, 1596-1629.

Maroine Bendaoud (2019). "The privatization of housing assistance: Are housing allowances eroding government accountability?", *Canadian Public Administration*, Vol. 62, 312-333.

Week 8 (Nov 11) 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 9 (Nov 18) 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.

J.V. Denhardt and R.B. Denhardt (2015). "The New Public Service Revisited," *Public Administration Review*, Vol. 75, 664-672.

Week 10 (Nov 25) Student Presentations

Readings: n/a

Notes: This session will be devoted to student presentations.

Week 11 (Dec 2) Student Presentations

Readings: n/a

Notes: This session will be devoted to student presentations

Week 12 (Dec 9) Student Presentations

Readings: n/a

Notes: This session will be devoted to student presentations.

Course Policies

Submission of Assignments
Written work must be submitted directly to the instructor at huqueas@mcmaster.ca in either Word or PDF format, no later than 11:59pm (EST) on the due date.

Grades
Grades will be based on the McMaster University 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
Assignments are due on the day indicated. If you are unable to do so, please contact the instructor.

Absences, Missed Work, Illness
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 as possible) via email if you are going to be absent.

Courses With An On-Line Element
Some courses may use on-line elements (e.g. e-mail, Avenue to Learn (A2L), LearnLink, web pages, capa, Moodle, ThinkingCap, etc.). Students should be aware that, when they access the electronic components of a course using these elements,

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 a course that uses on-line elements will be deemed consent to this disclosure. If you have any questions or concerns about such disclosure please discuss this with the course instructor.

Online Proctoring
Some courses may use online proctoring software for tests and exams. This software may require students to turn on their video camera, present identification, monitor and record their computer activities, and/or lock/restrict their browser or other applications/software during tests or exams. This software may be required to be installed before the test/exam begins.

Authenticity / Plagiarism Detection
Some courses may use a web-based service (Turnitin.com) to reveal authenticity and ownership of student submitted work. For courses using such software, students will be expected to submit their work electronically either directly to Turnitin.com or via an online learning platform (e.g. A2L, etc.) using plagiarism detection (a service supported by Turnitin.com) so it can be checked for academic dishonesty.

Students who do not wish their work to be submitted through the plagiarism detection software must inform the Instructor before the assignment is due. No penalty will be assigned to a student who does not submit work to the plagiarism detection software. **All submitted work is subject to normal verification that standards of academic integrity have been upheld** (e.g., on-line search, other software, etc.). For more details about McMaster's use of Turnitin.com please go to www.mcmaster.ca/academicintegrity.

Copyright and Recording
Students are advised that lectures, demonstrations, performances, and any other course material provided by an instructor include copyright protected works. The Copyright Act and copyright law protect every original literary, dramatic, musical and artistic work, **including lectures** by University instructors

The recording of lectures, tutorials, or other methods of instruction may occur during a course. Recording may be done by either the instructor for the purpose of authorized distribution, or by a student for the purpose of personal study. Students should be aware that their voice and/or image may be recorded by others during the class. Please speak with the instructor if this is a concern for you.

Academic Accommodation for Religious, Indigenous or Spiritual Observances (RISO)
Students requiring academic accommodation based on religious, indigenous or spiritual observances should follow the procedures set out in the RISO policy. Students should submit their request to their Faculty Office **normally within 10 working days** of the beginning of term in which they anticipate a need for accommodation or to the Registrar's Office prior to their examinations. Students should also contact their instructors as soon as possible to make alternative arrangements for classes, assignments, and tests.

Academic Integrity Statement
You are expected to exhibit honesty and use ethical behaviour in all aspects of the learning process. Academic credentials you earn are rooted in principles of honesty and academic integrity. **It is your responsibility to understand what constitutes academic dishonesty.**

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 behaviour 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. For information on the various types of academic dishonesty please refer to the Academic Integrity Policy, located at https://secretariat.mcmaster.ca/university-policies-procedures- guidelines/

The following illustrates only three forms of academic dishonesty:

- plagiarism, e.g. the submission of work that is not one's own or for which other credit has been obtained.
- improper collaboration in group work.
- copying or using unauthorized aids in tests and examinations.

Conduct Expectations
As a McMaster student, you have the right to experience, and the responsibility to demonstrate, respectful and dignified interactions within all of our living, learning and working communities. These expectations are described in the Code of Student Rights & Responsibilities (the "Code"). All students share the responsibility of maintaining a positive environment for the academic and personal growth of all McMaster community members, **whether in person or online**.

It is essential that students be mindful of their interactions online, as the Code remains in effect in virtual learning environments. The Code applies to any interactions that adversely affect, disrupt, or interfere with reasonable participation in University activities. Student disruptions or behaviours that interfere with university functions on online platforms (e.g. use of Avenue 2 Learn, WebEx or Zoom for delivery), will be

taken very seriously and will be investigated. Outcomes may include restriction or removal of the involved students' access to these platforms

Academic Accommodation of Students with Disabilities

Students with disabilities who require academic accommodation must contact Student Accessibility Services (SAS) at 905-525-9140 ext. 28652 or sas@mcmaster.ca to make arrangements with a Program Coordinator. For further information, consult McMaster University's Academic Accommodation of Students with Disabilities policy.

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.

Extreme Circumstances

The University reserves the right to change the dates and deadlines for any or all courses in extreme circumstances (e.g., severe weather, labour disruptions, etc.). Changes will be communicated through regular McMaster communication channels, such as McMaster Daily News, A2L and/or McMaster email.