Instructor: Mihaly Fazekas
Teaching assistant: Dominik Brenner
Class times: 8.50-10.30, Mondays (weekly)
Credits: 2 CEU credits, 4 ECTS
Requirements: Seminar participation   10%
                       Student report & presentation 30%
                       2 memos (1500 words each)   60%

Course Description

The course focuses on public management, from the classical Weberian hierarchical system to recent modernisation programmes such as New Public Management. The first part of the course focuses on core concepts in public management, including traditional understanding of public administration and current thinking around improving public sector performance. The second part centres on key challenges present day public administrations face, such as the relationship between administration and politics, setting incentives right, or designing effective decision making processes. The third part of the course turns to key tools, instruments and techniques widely used around the world in order to improve public sector performance in the face of daunting challenges. It covers diverse topics such as performance measurement or outsourcing. Finally, the course concludes with reflections on failures and successes as well as looking forward to emerging trends such as Digital-Era Governance. The course will draw on case studies from all around the world, reflecting on differences in administrative traditions and societal challenges.

Learning outcomes

The course is designed to provide students with specialized knowledge and skills pertaining to public management and public administration. The overreaching objective is that students master analysis of different models of public administration, the sources of policy failures, and widely used management solutions. Students will also explore the history of public management reform, from the first efforts to establish professional hierarchical bureaucracies to more recent reforms oriented toward efficient and effective delivery of public services, in order to understand the range of solutions available to address typical governance failures.

Upon successful completion of the course students should be in a position to engage critically with the research-based, but practically relevant literature on public management, and work out well-reasoned positions on proposals for public management reform. In particular, students should gain an in-depth understanding of the following themes:

1. Dominant theories of public management and the organization of the state, ranging from traditional bureaucracy to New Public Management;
2. Main challenges and failures of present-day public management practices; and

3. Tools, instruments, and techniques of public management aimed at addressing failures.

Course structure and grading

1. **Participation**: 10%
   Participation in class discussions and group work will be assessed on the basis of attendance, demonstration of engagement with the assigned readings, quality of contributions showing analytical insight.

2. **Student presentation and report**: 30%
   Small groups of 2-3 students will deliver a class presentation and a short report on one of the core topics of the class, taking the core readings and applying them to a case study selected by students. The in-class presentation should take no more than 15 minutes and be supported by a one or two-page policy briefing note (max 600 words, all included, submitted within 4 working days after presentation). Draft presentations or presentation outlines need to be sent to both the instructor and the TA at least 3 working days before the session in which they take place so that feedback can be provided. Consultation with the TA is strongly encouraged.

3. **Memo #1:** 30%
   The first memo should reflect on public management challenges around managing public sector performance. It will be based on an online public management game on managing a public hospital. The memo should reflect on the underlying public management problem, the management choices made in the game (esp. why), and the assessment of results (e.g. what went wrong, what could have been done better). Please also include the snapshot of your results (quarterly and final).

4. **Memo #2**: 30%
   The second memo should concentrate on a practical public management problem of choice, outline a proposed solution to it and a thoughtful and detailed implementation plan.
   Good memos will demonstrate a strong grasp of the literature and an ability to apply it to public management problems. Each memo should be around 1500 words (excluding bibliography).

Class attendance is obligatory:
- Excused absences must be <u>cleared in advance</u> and/or supported by documentation (e.g. a medical note) e-mailed to the SPP coordinator and the TA.
- Each un-excused absence will result in a <u>reduction of the final grade</u> by one 'step', for example from a B+ to a B, then from a B to a B- etc.
- Unexcused absences require completion of a *missed class assignment* within one week: a 500-word review of the core reading for that class.
- The first two unexcused absences will not result in a grade reduction if an adequate *missed class assignment* is submitted by e-mail to the lecturer <u>before</u> the next class.

Prerequisites
None. Students new to policy studies may wish to consult any of the standard textbooks on the subject in the library.

Literature

The course literature is divided into core reading (one or two article/chapter per session) and further readings. Both are listed in the weekly sessions, below. Students are expected to have read the core reading before each class.

There is no single main textbook for the course. The following books are recommended and can be found in the CEU library and/or as e-books.

1. N. Flynn and A. Asquer (2017). Public Management. London: Sage.

2. C. Hood (2000) *The Art of the State: Culture, Rhetoric and Public Management* Oxford: OUP

3. C. Pollitt and G. Bouckaert (2011) *Public Management Reform*, Oxford University Press,

4. E. Ongaro and S. Van Thiel (2018) *The Palgrave Handbook of Public Administration and Management in Europe*, Palgrave.

5. L. Salamon (2002) *The Tools of Government*, Oxford: OUP.

6. B. Guy Peters (2010) *The Politics of Bureaucracy*, Routledge

7. E. Ferlie, L. Flynn and C. Pollitt (2005) *The Oxford Handbook of Public Management,* Oxford: OUP

8. B. Guy Peters and Jon Pierre (2014) The SAGE Handbook of Public Administration. London: Sage.

9. T. Christensen and P. Lægreid (2011) *The Ashgate Companion to New Public Management*, Ashgate.

10. K. A. Eliassen & N. Sitter, (2008) *Understanding Public Management: The Liberalisation and Modernisation of Public Services*, London: Sage, chapters 1-4

11. Marc Esteve & Christian Schuster (2019) *Motivating Public Employees*, Cambridge University Press

12. R. Baldwin, M. Cave and M. Lodge (2012) *Understanding Regulation: Theory, Strategy and Practice*, Oxford: OUP.

Course overview
The course consists of 12 sessions

#	Date	Time	Topic
		I. The basics	
1	9/1	8:50-10:30	What is public management?
2	16/1	8:50-10:30	Classic public administration
3	23/1	8:50-10:30	New Public Management and beyond
		II. Challenges and dilemmas	
4	30/1	8:50-10:30	Bureaucracy and politics
5	6/2	8:50-10:30	Incentives and motivation
6	13/2	8:50-10:30	Organisational learning
		III. Tools, instruments, and techniques	
7	20/2	8:50-10:30	Personnel management
8	27/2	8:50-10:30	Managing and measuring organisational performance
9	6/3	8:50-10:30	Measuring public sector performance (guest lecture)
10	13/3	8:50-10:30	Contracting and outsourcing
11	20/3	8:50-10:30	Leadership (TA)
12	27/3	8:50-10:30	Budgeting

Detailed schedule of sessions

Session 1	What is public management?

Core reading
C. Hood, "Public Management: The Word, the Movement, the Science" in E. Ferlie, L. E. Lynn Jr., and C. Pollitt, *The Oxford Handbook of Public Management.* OUP 2007
https://blogs.worldbank.org/governance/five-innovations-strengthen-bureaucracy

Further reading
1. K. A. Eliassen & N. Sitter, *Understanding Public Management: The Liberalisation and Modernisation of Public Services*, Sage 2008, chapters 1-4
2. O. E. Hughes, *Public Management and Administration*, Palgrave, 2003, chapter 4 on the role of government
3. T. Besley, *Principled Agents*, OUP 2006, esp. chapter 2 on the anatomy of government failure
4. J. Boston, "Basic NPM Ideas and their Development" in T. Christensen and P. Lægreid, *The Ashgate Companion to New Public Management*, Ashgate 2011

Session 2	Classic public administration

Core readings
M. Weber, (1993) "Rational-legal authority and bureaucracy", in M. Hill (ed) The Policy Process, Harvester Wheatsheaf
J. P. Olsen, (2008) The Ups and Downs of Bureaucratic Organization, Annual Review of Political Science Vol. 11

Further reading
1. Evans, Peter, and James E. Rauch. "Bureaucracy and Growth: A Cross-National Analysis of the Effects of "Weberian" State Structures on Economic Growth." *American Sociological Review* 64, no. 5 (1999): 748-65.
2. B. Rotstein, *Social Capital, Economic Growth and Quality of Government: The Causal Mechanism,* New Political Economy, Vol. 8, No. 1, 2003
3. Rothstein, B. (2015), The Chinese Paradox. Governance, 28: 533-548.
4. P. Dunleavy, *Democracy, Bureaucracy and Public Choice*, Harvester Wheatsheaf, 1991, chapter 6

Session 3	New Public Management and beyond

Core reading
C. Hood (1991) A Public Management for all Seasons? Public Administration Vol 69.
C. Hood & R. Dixon (2015) What We Have to Show for 30 Years of New Public Management: Higher Costs, More Complaints. Governance, 28(3), 265–267.

Further reading
1. P. Dunleavy & C. Hood, "From Old Public Administration to New Public Management", *Public Money and Management*, July-September (1994) 9-16. [e-learning]
2. P. Aucoin, "Administrative Reform in Public Management: Paradigms, Principles, Paradoxes and Pendulums", *Governance* 3:2 (1990) 115-137.
3. E. Ferlie, "Quasi-Strategy: Strategic Management in Contemporary Public Sector", in A. Pettigrew, *Handbook of Strategic Management*, Sage 2002, 279-299
4. Christopher Hood and Ruth Dixon (2015) A Government that Worked Better and Cost Less? Evaluating Three Decades of Reform and Change in UK Central Government, Oxford University Press
5. Rhodes R.A.W. (1996) The New Governance: Governing without Government. Political Studies. 44(4):652-667.

Session 4	Bureaucracy and politics

Core reading
B. Guy Peters, The Bureaucracy and Political Institutions. Ch. 5&6, *The Politics of Bureaucracy*, Routledge 2018

Further reading
1. Carl Dahlström and Victor Lapuente (2022) Comparative Bureaucratic Politics. Annual Review of Political Science. 25.
2. Thomas B. Pepinsky, Jan H. Pierskalla, and Audrey Sacks (2017) Bureaucracy and Service Delivery. Annual Review of Political Science. 20:249–68
3. Carl Dahlström, Politics and administration. in: Peters Guy B. and Jon Pierre (eds.): The Handbook of Public Administration, Los Angeles, part 7
4. T. Christensen & P. Lægreid, Regulatory agencies—The challenges of balancing agency autonomy and political control. Governance, 20, 499–520. 2007
5. Nicholas Charron, Carl Dahlström, Mihály Fazekas, and Victor Lapuente, (2017), Careers, Connections and Corruption Risks in Europe. Journal of Politics, 79(1).
6. Boräng, F, Cornell, A, Grimes, M, Schuster, C. Cooking the books: Bureaucratic politicization and policy knowledge. Governance. 2018; 31: 7– 26.
7. Baekgaard, M, Blom-Hansen, J, Serritzlew, S. How politicians see their relationship with top bureaucrats: Revisiting classical images. Governance. 2020; 1– 20.

Session 5	Incentives and motivation

Core reading
J. Le Grand, *Motivation, Agency and Public Policy: Of Knights and Knaves, Pawns and Queens*, OUP 2003, chapter 2

Further reading

1. R. H. Thaler and C. R. Sunstein, "Behavioural Economics, Public Policy and Liberal Paternalism", *The American Economic Review*, 93:2 (2003) 175-179
2. Jan Meyer-Sahling; Kim Sass Mikkelsen; and Christian Schuster (2020) Merit recruitment, tenure protections and public service motivation: Evidence from a conjoint experiment with 7,300 public servants in Latin America, Africa and Eastern Europe. Public Administration, see: https://onlinelibrary.wiley.com/doi/full/10.1111/padm.12708
3. Kim Sass Mikkelsen, Christian Schuster & Jan-Hinrik Meyer-Sahling (2020) A cross-cultural basis for public service? Public service motivation measurement invariance in an original survey of 23,000 public servants in ten countries and four world regions, International Public Management Journal: https://www.tandfonline.com/doi/abs/10.1080/10967494.2020.1809580
4. Adrian Ritz, Gene A. Brewer, and Oliver Neumann (2016) Public Service Motivation: A Systematic Literature Review and Outlook. Public Administration Review, Volume 76, Issue 3
5. Imran Rasul, Daniel Rogger, Martin J Williams, Management (2020) Organizational Performance, and Task Clarity: Evidence from Ghana's Civil Service, Journal of Public Administration Research and Theory: https://academic.oup.com/jpart/advance-article-abstract/doi/10.1093/jopart/muaa034/5974047?redirectedFrom=fulltext
6. Imran Rasul, Daniel Rogger (2018) Management of Bureaucrats and Public Service Delivery: Evidence from the Nigerian Civil Service. Economic Journal, Vol. 128: 413-446.

Session 6	Organisational learning

Core reading

Barbara Levitt, and James G. March (1988) Organizational Learning. Annual Review of Sociology. 14:1, 319-338

Further reading

1. R. Freeman (2006) Learning in Public Policy in Oxford Handbook of Public Policy, OUP
2. Popper M, Lipshitz R. (1998) Organizational Learning Mechanisms: A Structural and Cultural Approach to Organizational Learning. *The Journal of Applied Behavioral Science*. 34(2):161-179.
3. Williams, MJ, Yecalo-Tecle, L. (2020) Innovation, voice, and hierarchy in the public sector: Evidence from Ghana's civil service. *Governance*. 33: 789– 807.
4. Argote, L. (2012) Organisational Learning. Creating, Retaining and Transferring Knowledge. Springer, Boston MA.
5. Case study: 1. The 9/11 Commission Report (2004), Chapter 8 "The System was blinking red"

Session 7	Personnel management

Core reading
Hood, C. & Lodge, M. (2006) The Politics of Public Service Bargains. Reward, Competency, Loyalty – and Blame (Oxford: Oxford University Press), chapter 4

Further reading
1. OECD (2005) Performance Related Pay Policies for Government Employees (Paris: OECD)
2. Hood, C. and Peters, G.B. eds (2002) Rewards for High Public Officials (London: Taylor and Francis), chapters 1 & 2
3. Selden Sally Coleman (2007): Innovations and Global Trends in Human Resource Management Practices, in: Peters Guy B. and Jon Pierre (eds.): The Handbook of Public Administration, Los Angeles et al., pp. 39-48
4. World Bank (2019) Innovating Bureaucracy for a More Capable Government, World Bank, Washington DC: http://documents.worldbank.org/curated/en/249891549999073918/pdf/Innovating-Bureaucracy-for-a-More-Capable-Government.pdf

Session 8	Managing and measuring organisational performance

Core reading
Hood, C. (2006) 'Gaming in Targetworld: The Targets Approach to Managing British Public Services', Public Administration Review, 66(4): 515-521.

Further reading
1. J Bouckaert, G. (2003) 'Performance Measurement and Management in Public Sector Organizations' in Bovaird, T. and Löffler, E. (eds) Public Management and Governance (London: Routledge), pp127-136.
2. Hood, C. (2007) 'Public Service Management by Numbers: Why does it vary? Where has it come from? What are the Gaps and Puzzles?', PublicMoney & Management (April 2007), 95-102
3. Pollittt, C. (2006) 'Performance management in practice: a comparative study of executive agencies', Journal of Public Administration Research and Theory 16(1): 25-44
4. Scott Douglas, Christopher Hood, Tom Overmans & Floor Scheepers (2019) Gaming the system: building an online management game to spread and gather insights into the dynamics of performance management systems, Public Management Review, 21:10, 1560-1576
5. Mark T Buntaine, Patrick Hunnicutt, Polycarp Komakech, The Challenges of Using Citizen Reporting to Improve Public Services: A Field Experiment on Solid Waste Services in Uganda, Journal of Public Administration Research and Theory, available online: https://academic.oup.com/jpart/advance-article-abstract/doi/10.1093/jopart/muaa026/5865790?redirectedFrom=fulltext

Session 9	Measuring public sector performance (guest lecture by Jesper Johnson from the OECD)

No Class Presentation

Core reading
OECD/Sigma (2017) The Principles of Public Administration. Paris: OECD [select one chapter and review it carefully, skim through the rest]

Further reading
1. OECD/Sigma (2019) Methodological Framework of the Principles of Public Administration. Paris: OECD
2. OECD/Sigma (2017) Monitoring Report: The Principles of Public Administration. Paris: OECD
3. J-H Meyer-Sahling (2009) Sustainability of Civil Service Reforms in Central and Eastern Europe Five Years After EU Accession. SIGMA Papers No. 44. OECD
4. World Bank: Worldwide Bureaucracy Indicators: https://datacatalog.worldbank.org/dataset/worldwide-bureaucracy-indicators

Session 10	Contracting and outsourcing

Core reading
N. Flynn and A. Asquer (2017). Public Management (London: Sage) chapter 8

Further reading
1. Rasmus Broms, Carl Dahlström, and Marina Nistotskaya (2018) Marketization and the Quality of Residential Elderly Care in Sweden. QoG Working paper series 2018:7. Gothenburg. (also forthcoming in Governance)
2. Greve Carsten (2008): Contracting for Public Services, London/New York: Routledge.
3. Nicola Dimitri, Federico Dini, and Gustavo Piga (2006) When should procurement be centralized? In Nicola Dimitri, Gustavo Piga, and Giancarlo Spagnolo, Handbook of Procurement. CUP, chapter 3

Session 11	Leadership (session run by TA)

Core reading
K. A. Eliassen, N. Sitter, Inger-Margrete Svendsen, Tools of Management and Leadership (Chapter 8), in K. A. Eliassen, N. Sitter, Understanding Public Management: The Liberalisation and Modernisation of Public Services, Sage 2008.

Gen. S. McChrystal, Team of Teams: New Rules of Engagement for a Complex World, Penguin Publishing Group, USA, 2015, Chapter 11: Leading Like a Gardner.

Further reading
1. A. Boin et al. The Politics of Crisis Management: Public Leadership under Pressure, Cambridge University Press, 2005, chapter 7 [327./1/6 BOI; e-learning]
2. Head, Brian W., and John Alford. "Wicked problems: Implications for public policy and management." Administration & Society 47.6 (2015): 711-73.
3. Kettle, Donald F., Managing Indirect Government (Chapter 16), in L.M. Salamon, The Tools of Government, OUP 2002.
4. US Department of Homeland Security, Risk Management Fundamentals, 2011, https://www.dhs.gov/xlibrary/assets/rma-risk-management-fundamentals.pdf

Session 12	Budgeting

Core reading
B. Guy Peters, The Politics of the Budgetary Process. Ch. 7, The Politics of Bureaucracy, Routledge 2018

Further reading
1. Hallerberg, Mark (2003) 'Fiscal Rules and Fiscal Policy', in: Peters, Guy B. and Pierre, Jon (2003). The Handbook of Public Administration, London. Sage, pp. 393-400, ch 31
2. Pollitt, Christopher and Bouckaert, Geert (2004). Public Management Reform. A Comparative Analysis. Second Edition, Oxford: Oxford University Press, section 4.4
3. N. Flynn and A. Asquer (2017). Public Management (London: Sage) chapter 4