

Comparative Public Management AY 2019-2020: Block 2

Leiden University
Institute of Public Administration

Syllabus

Course Instructor: Dr. Kohei Suzuki

Office: WH 4.90

Office Hours: To be arranged via email

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Class time:

- 12:15-15:00 (Nov 1, 8, 15, 29, Dec 6, 13)
- 15:15-18:00 (Nov 22)

Place:

- CDH-WYNHVN/360 (Nov 1, 8, 15, 22, 29, Dec 6)
- CDH-WYNHVN/346 (Dec 13)

1. Introduction

How do public managers in the Netherlands, Spain, and Japan behave differently? More broadly, what explains variations in public managers' attitudes and behaviors across countries? Why do some municipalities perform better than others? The main purpose of this course is to understand how characteristics of public administration differ across countries (or across municipalities) and how they influence public managers' attitudes and behavior, management practices, organizational performance, and broader outcomes. Rather than internal management of public organizations, this course focuses on the impacts of environmental and institutional factors on public managers' attitudes, behavior, and policy and socioeconomic outcomes.

In recent years, scholars in the fields of public administration and political science have "rediscovered" the importance of public bureaucracies for understanding different levels of government performance (Olsen 2006). Recent studies show that meritocratically recruited, autonomous, and impartial public administration—so called "Weberian bureaucracy"—is associated with long-term economic development, improved health outcomes, reduced corruption, greater innovation, and higher government effectiveness. Furthermore, recent studies also show that demographic representation in public organizations affects organizational performance and policy preferences. However, the field of public management has been accused of neglecting the big questions (Roberts 2017, 9) and assumed that "all states are alike—that Mexico is just like the United States, for example" (Milward 2016, 312). This course aims to bridge this gap.

In this course, students are expected to not only study the related academic works, but also synthesize the findings of previous studies, critically evaluate and relate them to current policy debates and management issues, and suggest practical actions. Students can use this opportunity to begin or to further develop their master's thesis or independent research. This course does not focus on a specific geographic area. Instead, we will examine various countries in the world from a comparative perspective.

2. Learning objectives

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

- Explain varieties in administrative characteristics and management practices around the world
- Understand to what extent different institutional features and management practices influence governance outcomes and public manager's attitudes and practices
- Critically assess the existing studies
- Apply the findings of scientific studies to current policy and management issues
- Use the insights from the course to start or advance his or her own independent research or master's thesis
- Practice research design skills in the field of comparative public administration and management

Labour market

- This course will provide students with the understanding of the determinants of effective government from a comparative perspective and a chance to practice research design skills

3. Reading Materials

- The course does not follow a single text across all sessions. Instead, each class session will consist of 2-5 mandatory readings. Most readings are available for students via Leiden University Library or accessible websites.

4. Teaching Methods

This course will be taught through a mix of mini-lectures by the instructor, student presentations, group discussion, and class discussion facilitated by students.

5. Assessment Methods

- Students' performance is assessed based on the following table.

Required work	Percentage
Active class participation	20%
Mini presentation and discussion leader	15%
Short essay	20%
Final paper	45%
Total	100%

All components need to be passed with a grade of 5.5 or higher in order to successfully complete this course. Redoing an assignment in case of a grade lower than 5.5 must be done before the course end and final paper deadline. Redoing the final paper is only possible if the paper had a score lower than 5.5.

Class attendance and participation

-Class attendance (mandatory)

- **Students are expected to attend all class sessions.** Students can miss a class only in case of illness, family circumstances, or other significant reasons. Students who miss a class session need to show documents to prove extenuating circumstances.

-Class participation (20%)

- **Students are expected to actively participate in class discussions and activities.**
- The following is what class participation means in this class and class participation points are given based on this criteria:

- Completing reading assignments in advance and being ready for class discussion
- Preparing answers for “topics for discussion” and class activities
- In class and small group discussions,
 - Attempting to answer a question (you do not need to answer correctly, but you need to make a serious attempt)
 - Proactively participating* in class discussion, sharing ideas, observations, and personal experience (*Proactive participation means that students are expected to participate before they get called on by the instructor).
 - Synthesizing and relating the ideas of others
 - Relating the class discussion to practical issues
 - Positively contributing to small group discussion
 - Helping others develop their views and ideas

Mini presentation and discussion leader (15%)

- In each class session, students will be expected to present a summary of the main ideas and arguments of the assigned readings with the class and lead a class discussion. **You are expected to use a power point slide show or prepare a summary handout of your presentation.**
- Each student will select one session and form a group with other students and make a group presentation.
- Your group presentation should include the followings:
 - a. A summary of the main arguments of the assigned readings
 - b. Answers for the topics for discussion
 - c. Relevance of the reading materials to explicate and potentially solve practical public management/administration issues
 - d. Practical implications of the reading materials and key takeaways for management and policy practices
 - e. Critiques of the readings and things you do not understand in the readings
 - f. 4-6 topics for class discussion
- The group presentation should take around 15 minutes
- After the presentation, the group should lead the class discussion (15-20 minutes).
- Each group should equalize contribution of each member
- The discussion questions include but are not limited to 1) how you can relate the concepts and ideas of the assigned readings to “real world” issues and policy and management debates, 2) practical implications of the readings, 3) critiques of research design and methods, 4) suggestions for further research questions.

Short essay (20 %)

- Each student is required to write one individual short written assignment (Max 1000 words including foot/end notes, but excluding references) regarding the assigned readings and class discussion.
- The purpose of this assignment is to have deeper understanding of the class readings and apply the theories and concepts of the readings to a specific real-world issue.
- Students will select one specific concept/theoretical framework/mechanisms/ hypothesis from the class readings and discussions (e.g. quality of government and economic development, gender representation and level of corruption, what is a good way to measure quality of government?) and select two or three readings which are related to the topic from the required or recommended reading list.
- Students will summarize and synthesize the main argument of the selected readings.
- Students will select one specific real world event/case which may fit or may not fit with the concept/theoretical framework/mechanisms/hypothesis you selected.

- Then, students will discuss how the theories and concepts of your choice help or do not help explicate the issue or case you selected and provide a new perspective, shed light on a neglected issue, or provide potential solutions.
- The short essay should include:
 - Main idea of the concept/theoretical framework/mechanisms/ hypothesis of your choice
 - Specific real world issue or case of your choice
 - Discussion of the relevance of the concept, etc. of your choice
- The assignment should be submitted via Blackboard.
- Deadline: Each student can decide own essay deadline between November 15 and December 13. Late assignments are accepted, but with a grade of 1.0 per day penalty.

Final paper (45%)

- Students will write a policy brief paper as the final paper assignment (max word count 3000, including foot/endnotes, but excluding references).
- Final papers should be submitted via Blackboard.
- Deadline: Each student can decide own final paper deadline between November 15 and December 13. Late assignments are accepted, but with a grade of 1.0 per day penalty.
- The instructor will provide the details of the final paper assignment in class.

6. Class Policies

- Students can use **laptop computers**, but they are not expected to use them for social media, e-mail, shopping, or other purposes that are not related to the class activities.
- A note on behaviour: If you have a disagreement about some aspect of the course proceedings the instructor kindly asks you to speak to me after the end of the class or send me an email.
- **Plagiarism** is unacceptable. Assignments that include plagiarism will not be graded, and cases of plagiarism will be reported to the university.
 - “Generally, plagiarism is understood as presenting, intentionally or otherwise, someone else’s words, thoughts, analyses, argumentations, pictures, techniques, computer programmes, etc., as your own work. Most students will understand that cutting and pasting is not allowed without mentioning the source of the material, but plagiarism has a wider meaning. Paraphrasing someone else’s texts, e.g. by replacing a few words by synonyms or interchanging some sentences is also plagiarism. Even reproducing in your own words a reasoning or analysis made by someone else may constitute plagiarism if you do not add any content of your own; in so doing, you create the impression that you have invented the argumentation yourself while this is not the case. The same still applies if you bring together bits of work by various authors without mentioning the sources”.

Please see Leiden University, How to avoid plagiarism

<https://www.universiteitleiden.nl/binaries/content/assets/algemeen/onderzoek/plagiarism.pdf>

7. Weekly Overview

	Date	Time	Location	Topic	Readings
1	1-Nov	12:15-15:00	CDH-WYNHVN/360	Introduction, Historical Development of Public Administration and Management, and the Recent Critiques	Roberts (2018), Milward et al. (2016), Meier & Hill (2009), skim Wilson (1887)
2	8-Nov	12:15-15:00	CDH-WYNHVN/360	Rediscovery of Bureaucracy and Good Governance	Evans & Rauch (1999), Fukuyama (2013), Holmberg, Rothstein, and Nasiritousi (2009), skim Olsen (2006)
3	15-Nov	12:15-15:00	CDH-WYNHVN/360	Quality of Government and Governance Outcomes	Rothstein (2009), Rothstein & Teorell (2008), Jindra&Vaz (2019), Van de Walle (2009)
4	22-Nov	<u>15:15-18:00</u>	CDH-WYNHVN/360	Bureaucratic Structures, Politicization, and Governance Outcomes	Pardo (2011), Dahlström & Lapuente (2017)-Ch.1-2, Dahlström, Lapuente, & Teorell (2012), Cornell (2014)
5	29-Nov	12:15-15:00	CDH-WYNHVN/360	Bureaucratic Structures, Politicization, and Bureaucratic Behavior	Cooper (2018), Christensen & Opstrup (2018), Oliveros & Schuster (2018), Suzuki & Hur (2019)
6	6-Dec	12:15-15:00	CDH-WYNHVN/360	Representative Bureaucracy	Meier & Melton (2014), Riccucci & Van Ryzin (2017), Johnston (2019), Stensöta et al. (2015), Suzuki & Avellaneda (2018)
7	13-Dec	12:15-15:00	<u>CDH-WYNHVN/346</u>	Managerial Capacity, Quality, and Organizational Performance	Meier & O’Toole (2002), Andrews & Boyne (2010), Avellaneda (2016), Avellaneda & Olvera (2018)

November 1, Session 1: Introduction, Historical Development of Public Administration and Management, and the Recent Critiques

Skim

- Wilson, Woodrow. 1887. "The study of administration." *Political science quarterly* 2 (2):197-222.

Required readings

- Roberts, Alasdair. 2018. "The Aims of Public Administration: Reviving the Classical View." *Perspectives on Public Management and Governance* 1 (1):73-85.
- Milward, Brint, et al. 2016. "Is public management neglecting the state?" *Governance* 29 (3):311-334.
- Meier, Kenneth J, and Gregory C Hill. 2009. Bureaucracy in the twenty-first century. In *The Oxford Handbook of Public Management*, edited by Ewan Ferlie, Laurence E Lynn Jr and Christopher Pollitt: Oxford University Press.

Recommended readings

- Beagles, Jonathan E., Sabina Schnell, and Catherine Gerard. "Overcoming Parochialism in American Public Administration." *Perspectives on Public Management and Governance* (2019).
- Lynn, Laurence E. 2009. Public Management: A Concise History of the Field. In *The Oxford Handbook of Public Management*, edited by Ewan, Ferlie, et al.: Oxford University Press.
- O'Toole, Laurence J., Jr., et al. 2014. "Public Management, Context, and Performance: In Quest of a More General Theory." *Journal of Public Administration Research and Theory* 25 (1):237-256.

November 8, Session 2: Rediscovery of Bureaucracy and Good Governance

Skim

- Olsen, Johan P. 2006. "Maybe it is time to rediscover bureaucracy." *Journal of public administration research and theory* 16 (1):1-24.

Required readings

- Evans, Peter, and James E Rauch. 1999. "Bureaucracy and growth: A cross-national analysis of the effects of "Weberian" state structures on economic growth." *American sociological review* 64 (5):748-765.
- Fukuyama, Francis. 2013. "What is governance?" *Governance* 26 (3):347-368.
- Holmberg, Sören, Bo Rothstein, and Naghmeh Nasiritousi. 2009. "Quality of government: What you get." *Annual review of political science* 12:135-161.

Recommended readings

Peters, B. Guy. "The Politics of Bureaucracy after 40 years." *The British Journal of Politics and International Relations* 21, no. 3 (2019): 468-479.

November 15, Session 3: Quality of Government and Governance Outcomes

Required readings

- Rothstein, Bo. 2009. "Creating political legitimacy: Electoral democracy versus quality of government." *American behavioral scientist* 53 (3):311-330.
- Rothstein, Bo, and Jan Teorell. 2008. "What is quality of government? A theory of impartial government institutions." *Governance* 21 (2):165-190.
- Jindra, Christoph, and Ana Vaz. "Good governance and multidimensional poverty: A comparative analysis of 71 countries." *Governance* (2019).

Recommended readings

- Longo, Francisco. 2008. "Quality of Governance: Impartiality is not enough." *Governance* 21 (2):191-196.
- Rotberg, Robert I. 2014. "Good governance means performance and results." *Governance* 27 (3):511-518.
- Suzuki, Kohei, and Mehmet Akif Demircioglu. 2019. "Is impartiality enough? Government impartiality and citizens' perceptions of public service quality." *QoG Working Paper Series* (7). Available from https://qog.pol.gu.se/digitalAssets/1731/1731898_2019_7_suzuki_demircioglu.pdf
- Charron, Nicholas, et al. 2015. "Mapping the regional divide in Europe: A measure for assessing quality of government in 206 European regions." *Social Indicators Research* 122 (2):315-346.
- Nistotskaya, Marina, et al. 2015. "The wealth of regions: quality of government and SMEs in 172 European regions." *Environment and Planning C: Government and Policy* 33 (5):1125-1155.
- Van de Walle, Steven. "Comparing the performance of national public sectors: conceptual problems." *International Journal of Productivity and Performance Management* 57, no. 4 (2008): 329-338.
- Van de Walle, Steven. 2009. "International comparisons of public sector performance: how to move ahead?" *Public Management Review* 11 (1):39-56.

November 22, Session 4: Bureaucratic Structures, Politicization, and Governance Outcomes

Required readings

- Pardo, María del Carmen. 2011. "Civil Service." In *International Encyclopedia of Political Science*, edited by Bertrand Badie, Dirk Berg-Schlosser and Leonardo Morlino, 255-259. Thousand Oaks, California: SAGE Publications, Inc.
- Dahlström, Carl, and Victor Lapuente. 2017. *Organizing the Leviathan: How the relationship between politicians and bureaucrats shapes good government*. Cambridge: Cambridge University Press. **(Chapters 1-2)**
- Cornell, Agnes. 2014. "Why bureaucratic stability matters for the implementation of democratic governance programs." *Governance* 27 (2):191-214.

Recommended readings

- Bersch, Katherine, Sérgio Praça, and Matthew M. Taylor. "State capacity, bureaucratic politicization, and corruption in the Brazilian state." *Governance* 30, no. 1 (2017): 105-124.

- Boräng, Frida, et al. 2018. "Cooking the books: Bureaucratic politicization and policy knowledge." *Governance* 31 (1):7-26.
- Cornell, Agnes, and Marcia Grimes. 2015. "Institutions as Incentives for Civic Action: Bureaucratic Structures, Civil Society, and Disruptive Protests." *The Journal of Politics* 77 (3):664-678.
- Dahlström, Carl, Victor Lapuente, and Jan Teorell. 2012. "The merit of meritocratization: Politics, bureaucracy, and the institutional deterrents of corruption." *Political Research Quarterly* 65 (3):656-668.
- Suzuki, Kohei, and Mehmet Akif Demircioglu. 2018. "The Association Between Administrative Characteristics and National Level Innovative Activity: Findings from a Cross-National Study." *Public Performance & Management Review*:1-35.
- El-Taliawi, Ola G., and Zeger Van Der Wal. "Developing administrative capacity: an agenda for research and practice." *Policy Design and Practice* (2019): 1-15.

November 29, Session 5: Bureaucratic Structures, Politicization, and Bureaucratic Behavior

Required readings

- Cooper, Christopher A. 2018. "Encouraging civil servants to be frank and fearless: Merit recruitment and employee voice." *Public Administration* 96 (4):721-735.
- Christensen, Jørgen Grønnegård, and Niels Opstrup. 2018. "Bureaucratic dilemmas: Civil servants between political responsiveness and normative constraints." *Governance* 31 (3):481-498.
- Oliveros, Virginia, and Christian Schuster. 2018. "Merit, tenure, and bureaucratic behavior: Evidence from a conjoint experiment in the Dominican Republic." *Comparative Political Studies* 51 (6):759-792.
- Suzuki, Kohei, and Hyunkang Hur. 2019. "Bureaucratic structures and organizational commitment: findings from a comparative study of 20 European countries." *Public Management Review*:1-31.

Recommended readings

- Teodoro, Manuel P. 2009. "Bureaucratic job mobility and the diffusion of innovations." *American Journal of Political Science* 53 (1):175-189.
- Meyer-Sahling, Jan-Hinrik, Christian Schuster, and Sass Mikkelsen. "Civil service management in developing countries: what works?: evidence from a survey with 23,000 civil servants in Africa, Asia, Eastn Europe and Latin America." (2018). Available from <https://nottingham-repository.worktribe.com/preview/1649245/Meyer%20Sahling%20Schuster%20Mikkelsen%20-%20What%20Works%20in%20Civil%20Service%20Management.pdf>

December 6, Session 6: Representative Bureaucracy

Required readings

- Meier, Kenneth J, and Erin K Melton. 2014. "Bureaucratic Representation and Responsiveness." In *The Oxford Handbook of Racial and Ethnic Politics in the United States*, edited by David L. Leal, Taeku Lee and Mark Sawyer.
- Riccucci, Norma M, and Gregg G Van Ryzin. 2017. "Representative bureaucracy: A lever to enhance social equity, coproduction, and democracy." *Public Administration Review* 77 (1):21-30.
- Stensöta, Helena, et al. 2015. "Gender and corruption: The mediating power of institutional logics." *Governance* 28 (4):475-496.

- Suzuki, Kohei, and Claudia N. Avellaneda. 2018. "Women and risk-taking behaviour in local public finance." *Public Management Review* 20 (12):1741-1767.

Recommended readings

- Chattopadhyay, Raghavendra, and Esther Duflo. 2004. "Women as policy makers: Evidence from a randomized policy experiment in India." *Econometrica* 72 (5):1409-1443.
- Johnston, Karen. "Women in public policy and public administration?." *Public Money & Management* 39, no. 3 (2019): 155-165.
- Meier, Kenneth J. "Theoretical frontiers in representative bureaucracy: New directions for research." *Perspectives on Public Management and Governance* 2, no. 1 (2018): 39-56.
- Nielsen, Vibeke Lehmann. 2015. "Personal attributes and institutions: Gender and the behavior of public employees. Why gender matters to not only "Gendered Policy Areas". " *Journal of Public Administration Research and Theory* 25 (4):1005-1029.
- Post, Corinne, and Kris Byron. 2015. "Women on boards and firm financial performance: A meta-analysis." *Academy of Management Journal* 58 (5):1546-1571.
- Riccucci, Norma M, et al. 2014. "Representative bureaucracy in policing: Does it increase perceived legitimacy?" *Journal of public administration research and theory* 24 (3):537-551.

December 13, Session 7: Managerial Capacity, Quality, and Organizational Performance

Required readings

- Meier, Kenneth J, and Laurence J O'Toole Jr. 2002. "Public management and organizational performance: The effect of managerial quality." *Journal of Policy Analysis and Management: The Journal of the Association for Public Policy Analysis and Management* 21 (4):629-643.
- Avellaneda, Claudia N. 2016. "Government Performance and Chief Executives' Intangible Assets: Motives, Networking, and/or Capacity?" *Public Management Review* 18 (6):918-947.
- Avellaneda, Claudia N, and Johabed G Olvera. 2018. "Chief executives' approval of immigrants: Evidence from a survey experiment of 101 Latin American and Caribbean mayors." *Journal of Behavioral Public Administration* 1 (1).

Recommended readings

- Johansen, Morgen. 2013. "The Impact of Managerial Quality on Employee Turnover." *Public Management Review* 15 (6):858-877.
- Avellaneda, Claudia N. 2009. "Municipal performance: Does mayoral quality matter?" *Journal of Public Administration Research and Theory* 19 (2):285-312.
- Andrews, Rhys, and George A Boyne. 2010. "Capacity, leadership, and organizational performance: Testing the black box model of public management." *Public Administration Review* 70 (3):443-454.