

Collaborative Governance

Master Public Administration
Public Management and Leadership Specialization

Block 1: September-October 2022

Credits	Level	Language of instruction
5 ECTS	500	English

Course Instructor and office hours

Dr. Kohei Suzuki

Office: WH 4.90

Office Hours: To be arranged via email

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Course time and place

September 7, 14, 21, 28 (Wednesday): 12:15-15:00 Wijnhaven 3.48

September 30: 14:15-17:00 (Friday) Wijnhaven 3.46

October 12, 19 (Wednesday) : 12:15-15:00 Wijnhaven 3.48

Course description

The specialisation course Collaborative Governance teaches you how collaboration between government agencies, private sector corporations, non-profit organisations and citizens is required to address complex societal problems, and how managers can overcome the difficulties that are inherent to successful collaboration. Societal problems increasingly cut across national, sectoral, organisational and professional boundaries. Solving such problems requires that different societal actors work together and jointly utilise their diverse resources, experiences and expertise. In such a way, collaborative governance can result in innovative solutions to tackle wicked societal problems. However, collaborative governance is challenging to bring about in practice, because different actors typically have conflicting goals, values and interests.

This course examines the core theoretical principles and historical development of collaborative governance, broadly defined. You will be introduced to the main modes of collaborative governance, including governance networks and citizen engagement. The course materials and classroom examples are based on an internationally comparative perspective, and the course is highly practice-oriented by teaching you how managers can make collaborative governance work in practice.

Course objectives

At the end of this course, students are able to

- Critically evaluate the relevance and historical development of collaborative governance research in the public sector;
- Differentiate between public and private sector organisations based on their core differences;
- Provide a critical reflection on the promises and challenges of collaboration in the public sector based on research and theory;
- Analyse how management contributes to the success of inter-organisational networks;
- To apply the scientific literature to inform debates about collaborative governance arrangement in the public sector.

Assessment and grading

Class participation (20%) and individual assignment (80%). Students will be permitted to retake the individual assignment if an insufficient grade has been obtained using the first attempt. Class participation cannot be retaken.

-Class attendance and participation (20%)

- Students are expected to attend all the lectures and understand the lecture contents and assigned readings.
- This course takes **participatory approaches of teaching** rather than the classic lecture style approaches. Students are expected to **actively engage** in individual and group activity as well as class and online discussion 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
 - Providing constructive feedback to the authors and other students
- **Students who have missed a class for covid-related or other personal reasons will be required to submit assignments for the week they have missed.**

-Individual assignment (80%)

- Students will write a policy brief paper as the final paper assignment (max word count 4000, including foot/endnotes, but excluding references).
- Final papers should be submitted via Brightspace.
- The instructor will provide the details of the final paper assignment in class.
- Deadline: 12:00, October 25.

Reading list

For each session, journal articles and/or other reading material are assigned. Research articles are available through the UL library digital services. Compulsory reading materials that are not available through the UL library (marked with *) will be distributed by the lecturers before class. The assigned literature should be read in advance of each session.

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>

Weekly Overview

Session 1, September 7: Introductions, traditional model of public administration, and science of public administration

Topics:

- What is public management?
- Traditional model of public administration
- Science of public administration
- Evidence-based management

Required readings:

- Pfiffner, James P. 2004. "Traditional Public Administration versus The New Public Management: Accountability versus Efficiency." In *Institutionenbildung in Regierung und Verwaltung: Festschrift für Klaus König*, edited by A Benz, H Siedentopf and KP Sommermann, 443-454. Berlin, Germany: Duncker & Humboldt. Available from [this link](#)
- 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.
- Rhodes, Roderick Arthur William. 1996. "The new governance: governing without government." *Political studies* 44 (4):652-667.
- Simon, Herbert A. 1946. "The Proverbs of Administration." *Public Administration Review* 6 (1):53-67.
- Meier, Kenneth J. 2015. "Proverbs and the evolution of public administration." *Public Administration Review* 75 (1):15-24.

Recommended readings:

- Kettl, Donald F. 2022. "Weberian Bureaucracy and Contemporary Governance." *Perspectives on Public Management and Governance* 5 (2):111-120.
- Osborne, Stephen P. 2006. "The New Public Governance?" *Public Management Review* 8 (3):377-387.
- Perry, James L. 2012. "How can we improve our science to generate more usable knowledge for public professionals?" *Public Administration Review* 72 (4):479-482.
- Dahl, Robert A. 1947. "The Science of Public Administration: Three Problems." *Public Administration Review* 7 (1):1-11.
- Wright, Bradley E. 2015. "The science of public administration: Problems, presumptions, progress, and possibilities." *Public Administration Review* 75 (6):795-805.

Session 2, September 14: External environment of public organizations, public-private distinctions

Topics:

- External environment of public organizations
- Environmental turbulence
- Comparing public and private organizations

Required readings:

- Rainey, Hal G. 2014. *Understanding and managing public organizations*. 5th ed. San Francisco, Calif.: Jossey-Bass. Chapter 4: Analyzing the Environment of Public Organizations
- Boyne, George A, and Kenneth J Meier. 2009. "Environmental turbulence, organizational stability, and public service performance." *Administration & Society* 40 (8):799-824.
- Allison, G. T. (1980). *Public and private management: are they fundamentally alike in all unimportant respects?* (pp. 283-298). Cambridge, MA: John F. Kennedy School of Government, Harvard University. *Distributed by the instructor
- Rainey, Hal G. 2014. *Understanding and managing public organizations*. 5th ed. San Francisco, Calif.: Jossey-Bass. Chapter 3: What Makes Public Organizations Distinctive

Recommended readings:

- Rainey, Hal G, and Young Han Chun. 2007. Public and private management compared. In *The Oxford handbook of public management*, edited by Ewan Ferlie, Laurence E. Lynn and Christopher Pollitt. Oxford: Oxford University Press.
- Rainey, Hal G, and Barry Bozeman. 2000. "Comparing public and private organizations: Empirical research and the power of the a priori." *Journal of public administration research and theory* 10 (2):447-470.
- Baarspul, Hayo C, and Celeste PM Wilderom. 2011. "Do employees behave differently in public-vs private-sector organizations? A state-of-the-art review." *Public Management Review* 13 (7):967-1002.
- Suzuki, Kohei, and Hyunkang Hur. 2022. "Revisiting the old debate: citizens' perceptions of meritocracy in public and private organizations." *Public Management Review* 24 (8):1226-1250.
- Meier, Kenneth J, and Laurence J O'Toole Jr. 2011. "Comparing public and private management: Theoretical expectations." *Journal of Public Administration Research and Theory* 21 (suppl_3):i283-i299.

Session 3, September 21: Managerial networking and organizational performance

Topics:

- Measurement of performance
- Management and organizational performance
- Managerial networking and performance

Required readings:

- Andrews, Rhys, et al. 2006. "Subjective and objective measures of organizational performance: An empirical exploration." In *Public Service Performance: Perspectives on Measurement and Management*, 14-34. Cambridge University Press. *Available from [this link](#)
- Boyne, George A. 2004. "Explaining public service performance: Does management matter?" *Public Policy and Administration* 19 (4):100-117.
- O'Toole, Laurence J. 1997. "Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration." *Public Administration Review* 57 (1):45-52.
- Van den Bekerom, Petra, et al. 2016. "Managing all quarters of the compass? How internally oriented managerial networking moderates the impact of environmental turbulence on organizational performance." *The American Review of Public Administration* 46 (6):639-659.

Recommended readings:

- Meier, Kenneth J, and Laurence J O'Toole Jr. 2007. "Modeling public management: Empirical analysis of the management–performance nexus." *Public Management Review* 9 (4):503-527.
- O'Toole Jr, Laurence J. 2015. "Networks and networking: The public administrative agendas." *Public administration review* 75 (3):361-371.
- Nicholson-Crotty, Sean, and Laurence J O'Toole Jr. 2004. "Public management and organizational performance: The case of law enforcement agencies." *Journal of Public Administration Research and Theory* 14 (1):1-18.
- Torenvlied, René, et al. 2013. "The multiple dimensions of managerial networking." *The American Review of Public Administration* 43 (3):251-272.
- van der Heijden, Machiel, and Jelmer Schalk. 2018. "Making Good Use of Partners: Differential Effects of Managerial Networking in the Social Care Domain." *International Public Management Journal* 21 (5):729-759.
- Andrews, Rhys, and Malcolm J. Beynon. 2017. "Managerial Networking and Stakeholder Support in Public Service Organizations." *Public Organization Review* 17 (2):237-254.
- Song, Miyeon, et al. 2021. "Taking Context More Seriously: Managerial Networking and Performance in American and Korean Hospitals." *Public Performance & Management Review* 44 (4):899-928.
- Ryu, Sangyub, and Morgen S Johansen. 2017. "Collaborative networking, environmental shocks, and organizational performance: Evidence from hurricane Rita." *International Public Management Journal* 20 (2):206-225.

Session 4, September 28: Collaboration with private organizations, market-based relationship

Topics:

- New Public Management
- Market mechanisms
- Market oriented relationships
- Contracting out
- Public-private partnerships

Required readings:

- Hood, Christopher. 1991. "A public management for all seasons?" *Public administration* 69 (1):3-19.
- Rainey, H. G. (2014). Understanding and managing public organizations. John Wiley & Sons. Chapter 14: Advancing Effective Management in the Public Sector (read p477-486)
- Meier, Kenneth J, and Laurence J O'Toole Jr. 2009. "The proverbs of new public management: Lessons from an evidence-based research agenda." *The American review of Public administration* 39 (1):4-22.
- Lapuente, V., & Van de Walle, S. (2020). The effects of new public management on the quality of public services. *Governance*, 33(3), 461-475.
- Dahlström, C., Nistotskaya, M., & Tyrberg, M. (2018). Outsourcing, bureaucratic personnel quality and citizen satisfaction with public services. *Public Administration*, 96(1), 218-233.

Recommended readings:

- Dunleavy, Patrick, et al. 2006. "New public management is dead—long live digital-era governance." *Journal of public administration research and theory* 16 (3):467-494.
- Gualmini, Elisabetta. 2008. "Restructuring Weberian bureaucracy: Comparing managerial reforms in Europe and the United States." *Public administration* 86 (1):75-94.
- Reiter, Renate, and Tanja Klenk. 2019. "The manifold meanings of 'post-New Public Management'—a systematic literature review." *International review of administrative sciences* 85 (1):11-27.
- Warsen, Rianne, et al. 2018. "What makes public-private partnerships work? Survey research into the outcomes and the quality of cooperation in PPPs." *Public Management Review* 20 (8):1165-1185.
- Koppenjan, Joop, et al. 2022. "The Performance of Public–Private Partnerships: An Evaluation of 15 Years DBFM in Dutch Infrastructure Governance." *Public Performance & Management Review*:1-31.
- Wang, Huanming, et al. 2018. "Public–private partnership in Public Administration discipline: a literature review." *Public management review* 20 (2):293-316.
- Eppel, Elizabeth, and Rosemary O'Leary. 2021. *Retrofitting Collaboration Into the New Public Management: Evidence from New Zealand*: Cambridge University Press.
- Brunjes, Benjamin M. 2022. "Your competitive side is calling: an analysis of Florida contract performance." *Public Administration Review* 82 (1):83-101.
- Dahlström, Carl, et al. 2021. "Partisan Procurement: Contracting with the United States Federal Government, 2003–2015." *American Journal of Political Science* 65 (3):652-669.

- Goodair, Benjamin, and Aaron Reeves. 2022. "Outsourcing health-care services to the private sector and treatable mortality rates in England, 2013–20: an observational study of NHS privatisation." *The Lancet Public Health* 7 (7):e638-e646.
- Hefetz, Amir, and Mildred E Warner. 2012. "Contracting or public delivery? The importance of service, market, and management characteristics." *Journal of public administration research and theory* 22 (2):289-317.

Session 5, September 30: Collaboration with citizens, co-production and citizen participation

Topics:

- Non-market based partnerships and collaboration
- Relationships with citizens and non-state actors
- Citizen participation

Required readings:

- Ostrom, Elinor. 1996. "Crossing the great divide: coproduction, synergy, and development." *World development* 24 (6):1073-1087.
- Nabatchi, Tina, et al. 2017. "Varieties of participation in public services: The who, when, and what of coproduction." *Public Administration Review* 77 (5):766-776.
- McMullin, Caitlin. 2021. "Co-production of public services: Institutional barriers to the involvement of citizens in policy implementation." In *The palgrave handbook of the public servant*, 651-667. Springer.
- Hjortskov, Morten, et al. 2018. "Encouraging political voices of underrepresented citizens through coproduction: Evidence from a randomized field trial." *American Journal of Political Science* 62 (3):597-609.

Recommended readings:

- Voorberg, William H, et al. 2015. "A systematic review of co-creation and co-production: Embarking on the social innovation journey." *Public Management Review* 17 (9):1333-1357.
- Bovaird, Tony, and Elke Loeffler. 2021. "Developing evidence-based co-production: A research agenda." *The Palgrave handbook of co-production of public services and outcomes*:693-713.
- Palumbo, Rocco, and Mohammad Fakhar Manesh. 2021. "Travelling along the public service co-production road: a bibliometric analysis and interpretive review." *Public Management Review*:1-37.
- Brix, Jacob, et al. 2020. "Evaluating the outcomes of co-production in local government." *Local Government Studies* 46 (2):169-185.
- Thomsen, Mette Kjærgaard, et al. 2020. "The psychological costs of citizen coproduction." *Journal of Public Administration Research and Theory* 30 (4):656-673.
- Kang, Sinah, and Gregg G Van Ryzin. 2019. "Coproduction and trust in government: evidence from survey experiments." *Public Management Review* 21 (11):1646-1664.
- Suzuki, Kohei, et al. 2021. "Addressing loneliness and social isolation amongst elderly people through local co-production in Japan." *Social Policy & Administration* 55 (4):674-686.

- Bovaird, Tony, et al. 2021. "International survey evidence on user and community co-delivery of prevention activities relevant to public services and outcomes." *Public Management Review*:1-23.

Session 6, October 12: Collaboration within the public sector, inter-agency collaboration

Topics:

- Inter-agency coordination and collaboration
- Intermunicipal cooperation and collaboration

Required readings:

- Scott, Rodney James, and Eleanor RK Merton. 2021. "When the going gets tough, the goal-committed get going: overcoming the transaction costs of inter-agency collaborative governance." *Public Management Review* 23 (11):1640-1663.
- Cohen, Galia. 2018. "Cultural fragmentation as a barrier to interagency collaboration: A qualitative examination of Texas law enforcement officers' perceptions." *The American Review of Public Administration* 48 (8):886-901.
- Aoki, Naomi. 2014. "Wide-area collaboration in the aftermath of the March 11 disasters in Japan: Implications for responsible disaster management." *International Review of Administrative Sciences* 81 (1):196-213.
- Klok, Pieter - Jan, et al. 2018. "Intermunicipal cooperation in the Netherlands: The costs and the effectiveness of polycentric regional governance." *Public administration review* 78 (4):527-536.

Recommended readings:

- Hudson, Bob, et al. 1999. "In pursuit of inter-agency collaboration in the public sector: What is the contribution of theory and research?" *Public Management and International Journal of Research and Theory* 1 (2):235-260.
- Christensen, Tom, et al. 2019. "Administrative coordination capacity; does the wickedness of policy areas matter?" *Policy and Society* 38 (2):237-254.
- Esteve, Marc, et al. 2013. "Organizational collaboration in the public sector: Do chief executives make a difference?" *Journal of Public Administration Research and Theory* 23 (4):927-952.
- Costumato, Lorenzo. 2021. "Collaboration among public organizations: a systematic literature review on determinants of interinstitutional performance." *International Journal of Public Sector Management*.
- Ostrom, Vincent, et al. 1961. "The organization of government in metropolitan areas: a theoretical inquiry." *American political science review* 55 (4):831-842.
- Soukopová, Jana, and Gabriela Vaceková. 2018. "Internal factors of intermunicipal cooperation: what matters most and why?" *Local Government Studies* 44 (1):105-126.
- Allers, Maarten A, and Bernard Van Ommeren. 2016. "Intermunicipal cooperation, municipal amalgamation and the price of credit." *Local Government Studies* 42 (5):717-738.

Session 7, October 19: Collaborative governance and collaborative innovation

Topics:

- Collaborative governance
- Collaborative innovation
- Network management

Required readings:

- McGuire, Michael. 2006. "Collaborative public management: Assessing what we know and how we know it." *Public administration review* 66:33-43.
- Bryson, John M, et al. 2015. "Designing and implementing cross - sector collaborations: Needed and challenging." *Public administration review* 75 (5):647-663.
- Ansell, Chris, and Alison Gash. 2008. "Collaborative governance in theory and practice." *Journal of public administration research and theory* 18 (4):543-571.
- Hartley, Jean, et al. 2013. "Collaborative innovation: A viable alternative to market competition and organizational entrepreneurship." *Public Administration Review* 73 (6):821-830.

Recommended readings:

- Vigoda, Eran. 2002. "From responsiveness to collaboration: Governance, citizens, and the next generation of public administration." *Public administration review* 62 (5):527-540.
- Ansell, Chris, and Alison Gash. 2018. "Collaborative platforms as a governance strategy." *Journal of Public Administration Research and Theory* 28 (1):16-32.
- Dickinson, Helen, and Helen Sullivan. 2014. "Towards a general theory of collaborative performance: The importance of efficacy and agency." *Public Administration* 92 (1):161-177.
- Emerson, Kirk, et al. 2012. "An integrative framework for collaborative governance." *Journal of public administration research and theory* 22 (1):1-29.
- Klijn, Erik Hans. 2020. "Network management in public administration: The essence of network and collaborative governance." *Oxford research Encyclopedia of politics*.
- Huang, Irving Yi - Feng. 2020. "Fighting Against COVID - 19 through Government Initiatives and Collaborative Governance: Taiwan Experience." *Public Administration Review* 80 (4):665-670.
- Cinar, Emre, et al. 2022. "Collaborative public sector innovation: An analysis of Italy, Japan, and Turkey." *Governance*.
- Lopes, Andre Vaz, and Josivania Silva Farias. 2022. "How can governance support collaborative innovation in the public sector? A systematic review of the literature." *International Review of Administrative Sciences* 88 (1):114-130.
- Bekkers, Victor, and Lars Tummars. 2018. "Innovation in the public sector: Towards an open and collaborative approach." *International Review of Administrative Sciences* 84 (2):209-213.