

# **PMPA 809: Management in the Public Sector 2009-10**

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Note: All readings, unless otherwise indicated are available on WebCT.

## **Learning Objectives**

- To develop and understand of the nature of the public sector, its values, context and constraints
- To situate public management, used here in its broadest sense and hence the same as public as public administration, in the context of policy making, democratic values and democratic institutions.
- To familiarize students with the key elements of public sector management that come into play in carrying out public policy intents.
- To explore and understand key public sector management challenges such as accountability, managing with partners in an increasingly complex array of organizational service delivery systems and the changing landscape of management technique.

## **General Approach**

This is a survey course and, as such, we cannot touch in depth on the many aspects of public sector management. That is why we will be working within a Management Framework which, hopefully, will help you put specific issues into a broader context. As well, for certain key elements of management the School offers other courses, e.g. Human Resource Management, that are meant to provide an opportunity for greater depth.

In class, you are expected to be a full participant. You bring experience and opinions that are needed to enrich the discussion. We have planned a considerable number of in-class mini-cases as well as assignment cases for you to consider. Your assignments are meant to focus on a clear articulation of issues and solutions, not long, discursive papers. You will be challenged in them to communicate effectively the analysis you have made. This will be an important part of the marking .

We have also arranged a number of guests and visits that will enrich your program even further. I look forward to working with you.

<b>Module</b>	<b>Who</b>	<b>Date</b>	<b>Readings/Comments</b> <b>All readings are posted on WebCT</b>
<p><b>1. Foundation for Public Administration and Management</b></p> <ul style="list-style-type: none"> <li>▪ Course objectives</li> <li>▪ Outline and expectations</li> <li>▪ Review of assignments/readings</li> <li>▪ Case study methods</li> <li>▪ Terminology: management and administration</li> <li>▪ Democratic foundations of public management</li> <li>▪ <b>Yes Minister</b></li> <li>▪ <b>Introducing the Management Framework Scenario</b></li> </ul>	AG	Sept. 18	<p><b>“Public Administration in a Democratic State: A Comparative Analysis”, Andrew Graham</b></p> <p><b>“Why there is no science of public administration.” Francis Fukuyama, <i>Journal of International Affairs</i>; Fall 2004</b></p>

<p><b>2. The Distinctive Nature of the Public Sector and its Impact on Public Management</b></p> <ul style="list-style-type: none"> <li>• Is there such a thing as a public sector to be managed? Does it have a personality of its own?</li> <li>• Is bureaucracy such a bad thing?</li> <li>• How do you lead in the public sector?</li> <li>• How risk plays itself out in the public sector.</li> </ul> <p><b>Exercise: “The Ethics and Risk Dialogues”</b></p>	AG	Sept 19	<p><b>“Public Sector, private sector – where would we be without a few good stereotypes.”</b> in ‘the Essential Public Manager” by Christopher Pollitt, 2003, Open University Press,</p> <p><b>“Maybe it is Time to Rediscover Bureaucracy?”</b> Johan P. Olsen, Working Paper , Centre for European Studies, University Of Oslo</p> <p><b>“Performance agenda: An international government survey: Views of Canadian leaders in the public service” – Presentation by Dr. Mark MacDonald, KPMG, IPAC Conference 2007</b></p>
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<b>3. Bureaucracy and Management</b>			
<b>3A. Developing an Understanding of the Framework</b> <ul style="list-style-type: none"> <li>• Traditional notions of bureaucracy</li> <li>• Putting management into a useful framework</li> </ul>	AG	Oct. 16	<p><b>“The Management Framework as a Tool in Public Administration”</b> Andrew Graham and Mike Joyce</p> <p><b>“Excellence in Governance: An Orientation for Public Sector Bodies: Module 9: Strategic Planning”</b> Government of Newfoundland and Labrador</p>
<b>3B: Putting the Framework to Work</b>		Oct. 17	<p>Guest: David Szwarc, CAO, Region of Peel</p> <p>Mr. Szwarc, a graduate of the PMPA program, is the senior bureaucrat of a large and complex public service (over 5000 employees) in a diverse and growing part of Canada. He will share his view of management. He will also pose a number of case situations that demand an integrated management response for the groups to discuss and feedback.</p>

## 4. The Management Environment: Complexity, Randomness and Energy

### 4 – Understanding the Nature of Managerial Work

- Feedback and discussion of the tour
- Dynamic views of how management is carried out
- Formal versus information tools of management and leadership

Role of values and ethics in dynamics of management: more than a plaque on the wall

Caroline Davis,  
guest lecturer

Nov. 6-7

Henry Mintzberg, *The Ying and the Yang of Managing Organizational Dynamics*, Vol. 29, No. 4, pp. 306–312, 2001

#### **“The Buck Starts Here: Managing Large Organizations with Honesty and Integrity”**

Donna Shalala, Elliott Richardson Lecture, American Society of Public Administration, Portland, Oregon, 2004

<b>5. Program Management: Working with the Elements of a Management Framework</b>			
<p><b>5A. The Management of Management in Government: Effective Governance and Direction to the Organization</b></p> <p>Instructor presentation</p> <ul style="list-style-type: none"> <li>▪ How governments create central management policies and direction.</li> <li>▪ Who's doing the managing – the institutions</li> <li>▪ What's being managed – resources, infrastructure, communication</li> <li>▪ Management Frameworks – modifying management behaviour</li> </ul>	AG	Dec .4	<p><b>Required Reading</b></p> <p><b>“Making and implementing the decisions: issues of public administration in the Ontario Government”</b> Loreto, R. A. 1997.. In G. White (Ed.) <i>The government and politics of Ontario</i>. Toronto: University of Toronto.</p> <p><b>“Players, Processes, Institutions: Central Agencies in Decision-Making”</b> Claire E. Marshall &amp; David Cashaback January 2001</p>
<p><b>5B. Models of Delivery</b></p> <ul style="list-style-type: none"> <li>▪ How governments pick among their options for delivering policies and programs</li> <li>▪ How programs are created</li> <li>▪ Program implementation and delivery</li> <li>▪ How agencies structure themselves to deliver</li> <li>▪ Notions of strategic and program planning</li> </ul>	AG	Dec. 5	<p>Lester Salamon, <b>“ The New Governance and Tools of Public Action: An Introduction”</b></p> <p><b>“Conceptual and Practical Considerations in Alternative Service Delivery “</b> Wilkins <i>International Review of Administrative Sciences</i>.2003; 69: 173-189</p>

<p><b>5C. Managing Risk in Service Delivery</b></p>		<p>Jan 22</p>	<p><b>Kathryn Moore</b>, Regional Director, Ministry of Transportation, Ontario will discuss the complexity of delivering regional operations. She will build on a number of highly contentious challenges to show how risk is seen, managed and mitigated in a transparent and always politicized environment.</p>
<p><b>6. Reviewing Key Elements of the Management Framework</b></p>			
<p><b>6A. Having the People to Deliver</b> key values in public sector HR management</p> <ul style="list-style-type: none"> <li>▪ components of HR management</li> <li>▪ informal elements</li> </ul>	<p>AG</p>	<p>Jan 23</p>	<p><b>“Modernizing Public Employment” OECD Policy Brief, July, 2004</b></p> <p><b>“Elements of Successful Strategy Human Capital Planning.”</b> Bill Trahan, Fred Steckler, Chris Sonnesyn, <b>The Public Manager</b>, summer, 2007</p> <p><b>“Strategic Human Resources Management in Government: Unresolved Issues”</b> Tompkins, Jonathan, , <u>Public Personnel Management</u>, Vol. 31, Spring 2002, pp. 95-110</p>
<p><b>6B. Resources Secured, Distributed and Managed Effectively</b></p> <p><i>Special Note: there will be a 60 minute segment set aside for you to work in groups to discuss the Case Study assignment on one of these two days.</i></p>	<p>AG</p>	<p>Feb. 12</p>	<p><b>Financial Management in Canada’s Public Sector</b> Introduction and Chapter 1; Andrew Graham</p> <p><b>“For the Want of a Nail: The role of Internal Audit in the Sponsorship Scandal.”</b> Liane E.</p>

			Benoit and C.E.S. (Ned) Franks, research paper prepared for the Gomery Commission
<b>6C. Delivering through others</b> <ul style="list-style-type: none"> <li>▪ Contracting</li> <li>▪ Partnerships</li> <li>▪ Managing the third party relationship</li> <li>▪ Horizontal management</li> </ul>	AG	Feb 13	<p><b>“Managing Public Service Contracts: Aligning Values, Institutions, and Markets”</b> Trevor L Brown, Matthew Potosí, David M Van Slyke. <b>Public Administration Review</b>. Washington: <u>May/Jun 2006</u>. Vol. 66, Iss. 3; pg. 323, 9 pgs</p> <p><b>“Joined Up Government – A Survey”</b> Chris Pollitt, <i>Political Studies Review</i>, 2003, Vol 1</p> <p><b>“Managing Complexity: The Lessons of Horizontal Policy-Making in the Provinces”</b>, Ian Peach, Spring / Summer 2004, Saskatchewan Institute of Public Policy</p>

<b>7. Integration and Wrap-up</b>			
<b>7A. Information, Knowledge and Performance Management</b>		March 26	<p><b>Evidence and Lessons from Canada”</b> Sandford Borins, from ‘Digital State at the Leading Edge, ed. Sandford Borins</p> <p><b>Performance Leadership:</b> 11 Better Practices That Can Ratchet Up Performance, Robert Behn</p>
<p><b>7B. Integration: Oversight, Feedback and Learning</b></p> <ul style="list-style-type: none"> <li>• <b>Accountability as a hydra-headed monster</b></li> <li>• <b>The real world of managerial accountability – holding to account and learning from mistakes and accidental brilliance</b></li> <li>• <b>Learning from others – on the reinvention of wheels.</b></li> </ul>	RL/MJ /AG	March 27	<p><b>Required Reading</b></p> <p><b>“The Swirling Meanings and Practices of Accountability in Canadian Government”.</b> Thomas, P in Power, Professionalism and Public Service: Essays in honour of Kenneth Kernaghan (forthcoming)</p> <p><b>“Smart (Best) Practices” Research: Understanding and Making Use of What Look Like Good Ideas from Somewhere Else”</b> Eugene Bardach</p>

## Assignments and Mark Structure

**Note: Please submit all assignments to the appropriate WebCT location.**

### Mark Structure

Assignments (3)	45
Term Paper	45
Participation	10

Criteria for participation mark:

- Being there
- Evidence that you have read the required readings
- Positive involvement in class discussion and group work

### Assignments

**Three Short Assignments:** 15 marks each 45

Cases or scenarios will be introduced that invite your response **from a management perspective**. At no time do I want you to use two pages to summarize or précis the paper or case. Two pages is short and should be focused on your ideas. References to the readings or other literature is useful but not essential.

**Due Dates: Submit to WebCT under the Assignments section by the following dates:**

- #1: Monday, October 27 – end of day**
- #2: Monday, December 15 – end of day**
- #3: Monday, February 23– end of day**

**Term paper:** The purpose of the Term Paper is to apply the Management Framework analysis to a specific but complex management case. This will be posted in early 2009. All submissions are individual. However, time will be permitted in class on the weekend of Feb 6-7 for small groups to discuss the case in order to develop a fuller understanding of it and share views. You will be expected to prepare a paper which outlines your understanding of the management challenges faced in this situation, the relative risks and opportunities that are presented and the plans of action need to either resolve issues or establish a management approach to improving the situation. You will also be expected to use the readings where useful and appropriate. Maximum length: 15 pages

**Term Paper: Due: Monday, March 23, 2008 – end of day**