

PPOL 5260: Public Management: Course Syllabus (3 Credits)

Contact Information:

Instructor: Corey Kewei XU, Ph.D.

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Office Hour: Wednesday 5:30 pm - 6:30 pm or by appointment.

Location: Online through Zoom [the course link].

Teaching Assistant: Xinyi Wang, xinyi.wang@connect.ust.hk, Ph.D. Candidate in the Thrust of Innovation, Policy, and Entrepreneurship.

I. Course Materials

There is no required textbook for this course. Course materials can be found through Canvas and library services. If you wish to read more about public management, please refer to section VII for additional suggested reading.

II. Course Description and Objectives

This course combines theoretical training with practical applications. It introduces students to key concepts in the discipline of public management and covers major approaches to management in the public sector. The course begins with a review of the evolution of thinking from public administration to public management. It allows students to explore the changes of responsibilities and skills of public managers. From that basis, we move to look at tools in important functional areas of public management and investigate how to critically apply a range of mechanisms to improve the performance of public managers.

A typical class session will start with a lecture for about 1:40 minutes, followed by 30 minutes discussions on discussion questions and concept map for about 30 minutes. Designed class activity will be performed by facilitators to help further understand the management topic. The class activity will last about 30 minutes. The instructor will provide assistance for student facilitators throughout the process.

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

- Analyze the strengths and weaknesses of key theories in public management;
- Demonstrate a clear and nuanced understanding of the types of management instruments required to implement public policy;
- Identify the institutional, organizational, and structural challenges that public organizations face when managing and implementing complex policy portfolios;
- Apply scholarly theories and perspectives to real-world cases and own experiences, to enhance problem-solving capacity and improve public management practice;
- Develop and apply public management skills required for senior management roles.

Enrollment requirement:

This is a required course for Master of Public Management program, which is exclusively offered for all students in the MPM program.

III. Course Requirement

1. Participation, engagement, preparation (15%):

Class attendance and participation have a significant impact on familiarity with course material, especially concepts not presented in assigned readings. Students are expected to arrive at class in a timely fashion, ask and answer questions, and contribute to a collaborative learning environment. The participation, engagement, preparation portion of your grade is a reflection of satisfying these expectations.

2. Discussion Board (18%):

Each student will provide reflections on course readings and concepts throughout the semester posted to the course discussion board. The entries should include an exploration of key ideas and concepts in the readings, connections to their case studies, analytical papers in their field, or questions they want to ask in the coming class. These "idea notes" are meant to initiate thoughtful discussion of course content outside of class. Thus, students should visit other discussion board entries and try to comment on other students' postings.

The reflections can be performed in two fashions of **your choice** -- short response **or** critique. The short response or critique is due before class starts.

Option 1: 6 Short Responses (3% each):

For a short response, students will need to provide reflections on at least one article of the assigned reading for the week. Please focus on your thoughts and experience that relate to the articles instead of summarizing the content to it. If there are discussion leaders for that week, they will help provide a few questions for your reference. You are encouraged, but required, to write answers according to those questions. Normally a short response is about 200 ~ 300 words in length.

Option 2: 2 Critiques (9% each):

A critique is more academic-oriented. Students are expected to review at least 3 articles for the week, find their connections, and comment on the theoretical framework. Your comments might be a critique of an argument made by one author, your overall thoughts on the readings (strengths and weaknesses), an idea for further research on the topic, comments on the application of the theory in an empirical article (either using qualitative or quantitative analysis) that the student reads in addition to the regular week's readings, or others. Normally a critique is about 600~1000 words in length.

Note: you can choose to substitute 3 short responses with 1 critique. If you finish more discussion board entries than required, those with lower scores will be dropped.

3. Class Facilitation (22%)

You will work as a team of 2 (or 3) members on one of the class facilitation practices: a) concept map **or**) activity.

Option 1: Concept Map

The concept map tells you the main ideas in the reading and their connections. The goal of this practice is to facilitate class discussions and come up with a concept map for the week's topic. Your group needs to 1) design about 5 questions to guide the class discussion, make sure that the questions are uploaded at least 2 days (Monday) before the class; 2) get familiarized with discussion board postings and encourage students to express their ideas, and think about possible structures of a concept map; 3) during the class session, along with classmates, come up with a concept map that most of us agree on; 4) upload the concept map to Canvas.

For additional information on the concept map, see http://en.wikipedia.org/wiki/Concept_map (Links to an external site.) or <http://cmap.ihmc.us/docs/theory-of-concept-maps.php> (Links to an external site.).

Option 2: Designed Activity

This will give students the opportunity to practice meeting design and facilitation within the course context. This practice involves coming up with an activity to engage in thoughtful application of the themes for the week. The activity can be a presentation, debate, simulation, the practice of a management tool, and so on. I encourage you to be creative in developing your facilitation session. Your task is to help the class delve more deeply into the key concepts presented in the readings and to have the group relate those concepts to an individual or collective experiences, other readings, or research. Focus on developing guiding questions rather than predetermined interpretations.

If you are not sure about the design of the activity, **the instructor will help provide a few options for you to choose from.** Please make sure to discuss your choice of activity with the instructor about two weeks before the class session.

Please refer to the following links for some useful ideas/cases/simulations:

https://www.maxwell.syr.edu/parcc/eparcc/about/About_Us/

https://ppol.ust.hk/content/case_development (Links to an external site.)

<https://lkyspp.nus.edu.sg/research/case-study-unit/all-case-studies> (Links to an external site.)

<https://www.anzsog.edu.au/resource-library/case-library> (Links to an external site.)

<https://case.hks.harvard.edu/> (Links to an external site.)

4. Term Paper Project (45%)

You will work as a **team of 3 (or 4) members** on a term paper, it can be 1) a case study or 2) a research proposal. A case study focuses on analyzing an actual case using the knowledge that we learned during the semester. The case materials can be collected as second-hand data or directly from your work experience. A research proposal is like a research paper without using actual data for analysis. Nevertheless, you still need to identify possible data sources, proposed methodology, predicted results, and contributions. An actually finished paper is also welcomed but not required for this course.

a) The groups need to be formed and discuss with the instructor the choice of the topic before the end of the 3rd week. Please be minded that students do not need to master all topics before choosing their topic. You are always welcome to discuss project progress and problems with your instructor during the semester.

b) Proposal Presentation (5%). Each group is required to make a 3-5 minutes presentation on their proposal on the 7th week. The presentation should address the context of the study, the research question, the proposed method, and its contribution.

c) Project Presentation (10%). Each group is required to make a 10 minutes presentation on the completed project on the 13th week.

d) Term Paper (30%). Please submit your paper outline before the 7th week of the course. A paper outline consists of the context of the study, research question, identify literature of interest, and possible hypothesis (or case). You will have 2 weeks after the final paper presentation to make revisions of your term paper based on the feedback you received during your presentation.

The term paper should be double-spaced in 12-point Times New Roman font with standard one-inch margins. It normally is not shorter than 9 pages, excluding references and graphs. All references should be cited according to the Chicago Manual of Style (16th ed.) or the American Psychology Association (APA) (6th ed.) style in author-date format with a separate reference section located at the end of the essay. It is highly recommended that you consult the citation guides provided online (e.g., <https://owl.english.purdue.edu/owl/> (Links to an external site.); <http://www2.liu.edu/cwis/cwp/library/workshop/citchi.htm> (Links to an external site.); http://www.chicagomanualofstyle.org/tools_citationguide.html (Links to an external site.)).

IV. Grading:

This course adopts a letter grade scheme which can be found through the following link:

<https://tpghandbook.hkust.edu.hk/course-grading> (Links to an external site.)

V. Course Schedule

Session 1: Introduction

Topics: Syllabus, Course Overview, Self-Introduction, Scheduling

Session 2: Historical Background and Evolution of Public Management

Chapter 5 (Part 1) Frederickson, H. G. (Ed.). (2012). *The public administration theory primer* (2nd ed). Westview Press.

Chapter 1, Kettl, Donald F. 2005. *The Global Public Management Revolution*, second edition. Washington, D.C.: Brookings Institution Press.

Kelman, Steven, Fred Thompson, L.R. Jones, and Kuno Schelder. 2003. Dialogue on Definition and Evolution of the field of Public Management. *International Public Management Review*, 4(2): 1- 19.

Suggested:

Taylor, Frederick. *The Principles of Scientific Management* can be accessed as a free e-book at Project Gutenberg <http://www.gutenberg.org/etext/6435> (Links to an external site.)

Chapter 1- Chapter 2, Fry, B. R., & Raadschelders, J. C. N. (2014). *Mastering Public Administration: From Max Weber to Dwight Waldo* (3rd ed.). Thousand Oaks, CA: CQ Press.

Session 3: New Public Management and Social Equity

Chapter 5 (Part 2) Frederickson, H. G. (Ed.). (2012). *The public administration theory primer* (2nd ed). Westview Press.

Frederickson, H. George. 1990. "Public Administration and Social Equity." *Public Administration Review* 50: 228–37.

Kolthoff, E., & Huberts, L. (2007). *THE ETHICS OF NEW PUBLIC MANAGEMENT: IS INTEGRITY AT STAKE?* 42.

Suggested:

Lodge, M., Wegrich, K. (Eds.), 2014. *The Problem-solving Capacity of the Modern State*. Oxford University Press.

UNDP (2015) *From Old Public Administration to the New Public Service: Implications for Public Sector Reform in Developing Countries*, Global Centre for Public Service Excellence, UNDP

Guy, Mary E., and Sean A. McCandless. 2012. "Social Equity: Its Legacy, Its Promise." *Public Administration Review* 72 (s1). doi:[10.1111/j.1540-6210.2012.02635.x](https://doi.org/10.1111/j.1540-6210.2012.02635.x) ([Links to an external site.](#)).

Session 4: Partnership, Networks, and Collaboration

Berry, Frances, Ralph Brower, Sang OK Choi, Wendy Xinfeng Gao, HeeSoun Jamg, Myungjung Kwon, and Jessica Word. "Three Traditions of Network Research: What the Public Management Research Agenda Can Learn from Other Research Communities,"

Provan, Keith G., and H. Brinton Milward. 1995. A Preliminary Theory of Interorganizational Network Effectiveness: A Comparative Study of Four Community Mental Health Systems. *Administrative Science Quarterly* 40: 1-33

Ostrom, Vincent, Charles M. Tiebout, and Robert Warren. 1961. "The Organization of Government in Metropolitan Areas: A Theoretical Inquiry." *American Political Science Review* 55 (4). Cambridge University Press: 831–42.

Suggested Reading:

Chapter 3. Agranoff, Robert and Michael McGuire, *Collaborative Public Management: New Strategies for Local Governments*. Georgetown University Press, 2003. (BB)

Larry O'Toole, 2015. "Revisiting Treating Networks Seriously", *Public Administration Review*.

Session 5: Public Leadership and Motivation

Chapter 1. Hart, Paul't, and Lars Tummers. 2019. *Understanding Public Leadership*. Red Globe Press.

Chapter 1. Goldstein, Jeffrey, James Hazy, and Benyamin Lichtenstein. 2010. *Complexity and the Nexus of Leadership: Leveraging Nonlinear Science to Create Ecologies of Innovation*. Springer.

Moynihan, Donald P., and Sanjay K. Pandey. 2007. The Role of Organizations in Fostering Public Service Motivation. *Public Administration Review*.

Suggested:

Chapter 6. Hart, Paul't, and Lars Tummers. 2019. *Understanding Public Leadership*. Red Globe Press.

Uhl-Bien, M., Marion, R., & McKelvey, B. (2007). Complexity Leadership Theory: Shifting leadership from the industrial age to the knowledge era. *The Leadership Quarterly*, 18(4), 298–318.

Perry, J. L. (1997). Antecedents of public service motivation. *Journal of Public Administration Research and Theory*, 7(2), 181–197.

Session 6. Performance Measurement and Program Evaluation

Core Reading:

Chapter 3. Poister, Theodore H., Maria P. Aristigueta, and Jeremy L. Hall. 2014. *Managing and Measuring Performance in Public and Nonprofit Organizations: An Integrated Approach*. John Wiley & Sons.

Moynihan, Donald P. 2005. "Goal-based Learning and the Future of Performance Management." *Public Administration Review* 65(2): 203-216.

Sanger, M. B. (2013). Does Measuring Performance Lead to Better Performance? *Journal of Policy Analysis and Management*, 32(1), 185–203.

Suggested:

Harry Hatry. 1999. *Performance Measurement: Getting Results*. Washington DC: Urban Institute Press. R Behn, Robert. 2003. Why Measure Performance? Different Purposes Require Different Measures.

Steven Poister and Gregory Streib. 1999. Performance Measurement in Municipal Government: Assessing the State of the Practice. *Public Administration Review* 59(4): 325-335.

Donald Moynihan. 2006. *Managing for Results in State Government: Evaluating a Decade of Reform*.

Bouckaert, G., & van Dooren, W. (2016). *Public Management and Governance: Performance Measurement and Management in Public Sector Organisations*.

Session 7: Public Budgeting (Final Paper Proposal Presentation)

Chapter 1, Chapter 6, Menifield, Charles E. 2020. *The Basics of Public Budgeting Financial Management: A Handbook for Academics and Practitioners*. Fourth edition. Lanham: Hamilton Books.

Public Budgeting in 2020: Return to Equilibrium, or Continued Mismatch between Demands and Resources?

Session 8: Discretion

Lipsky, Michael. 1980. *Street Level Bureaucracy: Dilemmas of the Individual in Public Services*. New York: Russell Sage Foundation. Chapter 2: "Street-Level Bureaucrats as Policy Makers," pp. 13- 25.

Kelly, Marisa. 1994. Theories of justice and street-level discretion. *JPART* 4(2): 119-140.

Holzer, Marc, and Kaifeng Yang. 2005. "Administrative Discretion in a Turbulent Time: An Introduction." *Public Administration Quarterly*. JSTOR, 128–39.

Suggested:

Mastrofski, Stephen. 2004. Controlling street-level police discretion. *Annals of the American Academy of Political and Social Science* 593: 100-118.

Sowa, Jessica and Sally Selden. 2003. Administrative discretion and active representation: An expansion of the theory of representative bureaucracy. *Public Management Review* 63(6): 700-710.

Session 9: Stakeholder Participation and Emergency Management

King, Cheryl Simrell, Kathryn M. Feltey, and Bridget O'Neill Susel. 2015. "The Question of Participation: Toward Authentic Public Participation in Public Administration." In *The Age of Direct Citizen Participation*, 391–408. Routledge.

Arnstein, Sherry R. 1969. "A Ladder of Citizen Participation." *Journal of the American Institute of Planners* 35 (4). Taylor & Francis: 216–24.

Waugh Jr, William L., and Gregory Streib. "Collaboration and leadership for effective emergency management." *Public administration review* 66 (2006): 131-140.

Suggested:

Thomas, John Clayton. 1990. "Public Involvement in Public Management: Adapting and Testing a Borrowed Theory." *Public Administration Review* 50 (4): 435. doi:[10.2307/977079](https://doi.org/10.2307/977079) ([Links to an external site.](#)).

Session 10: Accountability and Transparency

Core:

Meier, Kenneth John. 1975. "Representative Bureaucracy: An Empirical Analysis." *The American Political Science Review* 69 (2). [American Political Science Association, Cambridge University Press]: 526–42. doi:[10.2307/1959084](https://doi.org/10.2307/1959084) ([Links to an external site.](#)).

Cruz, Nuno Ferreira da, António F. Tavares, Rui Cunha Marques, Susana Jorge, and Luís De Sousa. 2016. "Measuring Local Government Transparency." *Public Management Review* 18 (6). Taylor & Francis: 866–93.

Romzek, B. S., & Dubnick, M. J. (1987). Accountability in the public sector: Lessons from the Challenger tragedy. *Public Administration Review*, 227–238.

Suggested:

Barberis, P. (1998). The new public management and a new accountability. *Public Administration*, 76(3), 451–470.

Session 11: Public Value

Jørgensen, T. B., & Bozeman, B. (2007). Public values: An inventory. *Administration & Society*, 39(3), 354–381.

Chapter 2. Moore, M.H., 2000. *Creating public value: strategic management in government*, 5. print. ed. Harvard Univ. Press, Cambridge, Mass.

Stoker, G. (2006). Public Value Management: A New Narrative for Networked Governance? *The American Review of Public Administration*, 36(1), 41–57. <https://doi.org/10.1177/0275074005282583> ([Links to an external site.](#))

Session 12: Technology and Governance

Haque, Akhlaque. 2003. "Information Technology, GIS and Democratic values: Ethical Implications for IT professionals in Public Service." *Ethics and Information Technology* 5 (1). Springer: 39–48.

Kim, S., & Lee, J. (2012). E-Participation, Transparency, and Trust in Local Government. *Public Administration Review*, 72(6), 819–828. <https://doi.org/10.1111/j.1540-6210.2012.02593.x> (Links to an external site.)

Frederickson, H. George. 1994. "Can Public Officials Correctly Be Said to Have Obligations to Future Generations?" *Public Administration Review* 54 (5). [American Society for Public Administration, Wiley]: 457–64. doi:[10.2307/976431](https://doi.org/10.2307/976431) (Links to an external site.).

Session 13: Group Presentation

No required reading.

VI. Course Policies:

1) Academic Honor Policy the University's expectations for the integrity of students' academic work, the procedures for resolving alleged violations of those expectations, and the rights and responsibilities of students and faculty members throughout the process. Students are responsible for reading the Academic Honor Code and Academic Integrity. (available at <https://registry.hkust.edu.hk/resource-library/academic-honor-code-and-academic-integrity> (Links to an external site.))

2) Special Educational Needs (SEN) Policy:

The University takes a proactive role in ensuring and cultivating a positive learning environment for students, where equal opportunities in academic and non-academic pursuits for each student are guaranteed. Students with disabilities needing academic accommodation should: (a) declare your SEN with HKUST SEN Support (sen.hkust.edu.hk); and (b) work out an accommodation plan with SEN Support

(c) SEN Support officially notify professors of the eligible accommodations

This should be done during the first week of class or as soon as the SEN is identified.

3) Syllabus Change Policy: This syllabus is subject to change with notice. The instructor also reserves the right to add extra-credit opportunities (e.g., additional assignments or quizzes) and adjust the percentage composition of final grades accordingly.

4) Classroom Behavior: It is required that students refrain from disruptive behavior while in the class. You need to keep your camera on during the class. Please let the instructor know if you cannot participate via video. Student accommodations owing to a disability should be discussed with the instructor as soon as possible.

5) Office Hours, etcetera: Students are encouraged to meet with the instructor during scheduled office hours or by appointment to discuss course content in greater detail, ask clarifying questions, or receive additional support on course assignments. For meetings with the instructor outside of regularly scheduled office hours, students must send a request to the instructor via email. These and any other emails should be regarded by students as professional correspondence.

6) Late Work: Please make sure to send an email to the instructor before the deadline if you feel you cannot finish the assignment on time. No make-up quizzes or assignments will be allowed without a student having received prior permission from the instructor, or without a written university-approved excuse. Students are responsible for making any necessary arrangements with the instructor to complete outstanding course requirements within the prescribed time frames.

VII. Additional Reading

Hart, P., Tummers, L., 2019. Understanding public leadership, 2nd ed, The Public Management and Leadership Series. Red Globe Press.

Lodge, M., Wegrich, K. (Eds.), 2014. The Problem-solving Capacity of the Modern State. Oxford University Press.

Moore, M.H., 2000. Creating public value: strategic management in government, 5. print. ed. Harvard Univ. Press, Cambridge, Mass.

UNDP (2015) From Old Public Administration to the New Public Service: Implications for Public Sector Reform in Developing Countries, Global Centre for Public Service Excellence, UNDP

Michael Lipsky author. (2010). Street-level bureaucracy: dilemmas of the individual in public services / Michael Lipsky. (30th anniversary expanded edition.). New York: Russell Sage Foundation.

VIII. Appendix

Example of a Concept Map.

