

Victoria

UNIVERSITY OF WELLINGTON

*Te Whare Wānanga
o te Ūpoko o te Ika a Māui*



**SCHOOL OF
GOVERNMENT**
Te Kura Kāwanatanga

MASTER OF PUBLIC POLICY

MASTER OF PUBLIC MANAGEMENT

MMPM 521 / MAPP 530

Comparative Public Management

First Trimester Paper – 15 points

2005 COURSE OUTLINE

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Administrator	Darren Morgan Masters Administrator Room 802, Rutherford House Phone: (04) 463 5458 Fax: (04) 463 5454 Email: darren.morgan@vuw.ac.nz
Seminar Times in 2005	Module 1 Tuesday, 15 February 8:30am - 6:00pm Module 2 Tuesday, 5 April 8:30am - 6:00pm Module 3 Tuesday, 31 May 8.30am - 6.00pm
Seminar Locations	To be advised

Description

1. This course is about is how governments develop their public management systems to serve public purposes. As a policy-maker or adviser or public manager how would you use the public management system to achieve policy objectives or reform the system to help achieve them better?
2. The course will therefore examine public management both as:
 - An instrument of public policy: the role of public management in implementing policy intentions in the public sector; and
 - A set of policy choices: what constitutes "good" public management in terms of its purpose and how can it be achieved?
3. The course focuses on public management in OECD countries but if there are participants from other countries in the class, I hope that we will be able to draw on their experience as well. My second-trimester course in Development Policy and Management will concentrate specifically on public management in developing countries.

Learning objectives

4. At the end of this course, you should feel competent to:
 - Analyse the relationship between public management and public policy;
 - Form your own views about what constitutes effective public management;

- Identify and diagnose significant public management performance problems;
- Design and argue the case for a public management reform programme.

Approach

5. My general approach is to encourage discussion and debate in class. I will introduce topics with short presentations, but the main objective of class time is for you to be able to discuss questions in public management, not listen to lectures. To prepare for class you therefore must have read the study guides (see below) and the recommended texts.

Resources for the Course

Copyright

6. Due to copyright law, the School is restricted in what readings it can copy for you. In this outline, I have marked those readings that will be provided within the rules for copyright. I have also recommended two texts that I will be drawing on extensively. Further references will need to be obtained from the Internet or the Library.

How to use references

7. References in the text are indicated in the form Author (Date). You can look up the full reference in the Reading List on page 11 of this Outline.

Readings

8. There is no one single text that will cover all the topics in this course. Hughes (2003) is my recommended general text on public management. You should be able to purchase this from the University Bookstore (NZ\$69.95) or from Amazon (US\$29.95 plus standard shipping of about US\$12.00 and less per book for multiple orders). On comparative analysis of public management, I recommend Pollitt and Bouckaert (2000). I am not going to make this a "required" text (so the Book Centre won't stock it) but will refer to it extensively. It has been placed on 3-day reserve in the Library. If you want a personal copy it is available from Amazon for US\$54.50 plus shipping.
9. Other general surveys of the field include:
 - Rainey (1997): a thorough and scholarly American classic, particularly useful on the contribution that the general management literature can make to the study of public management;
 - Bovaird and Löffler (2003): its treatment of some topics is inadequate (e.g. public organisations and human resources) but it contains some useful study questions and discussion topics;
 - Richard Norman's recent book evaluating the New Zealand public management reforms (Norman (2003)) is a useful resource for New Zealand students and has some valuable insights particularly on performance management;
 - On the comparative and reform dimensions, Pierre and Peters (2003), which covers much more territory than this course will, includes some useful articles on the theoretical basis of public administration (and public management) and on administrative traditions in different jurisdictions and how to study them comparatively.
10. In the section on Course Structure and Readings, I have suggested priority readings for each seminar topic. Hughes is minimum reading in the first module but you should try to read the other recommended texts on the same topics. In the second and third modules, you will need to sample from a collection of more detailed country and topic studies. In the third module you will need to have read the assigned case study in detail.

11. Notes on additional readings are also provided. There is a full reading list annexed to this outline.

Course folders

12. All course information including electronic reading material, copies of presentations and other notes will be stored in the MMPM521 course folder. You can access the folder from the Web at www.vuw.ac.nz/fca/labs (userid = MPM; password = 11west). (NB – userid and password are case-sensitive). Most documents are in Adobe Acrobat (PDF) format. To read them you will need to download the free Adobe Acrobat Reader from the Web. If you want a CD-ROM of the electronic readings I can supply one but again for copyright reasons I cannot supply electronic images of printed texts.

Study guide

13. A study guide to the topics in the first module will be circulated early in the New Year. Further study guides to other topics will be supplied later in the first trimester. Study guides include a commentary on the topics for discussion, recommended reading and questions for you to think about and to be prepared to discuss in class.

Contacts outside seminars

14. I am usually in my office at Rutherford House and feel free to phone me or drop in if you are in the building. If you want to make sure of my being there, please email me for an appointment.
15. If there is sufficient demand, I will also schedule group sessions for students based in Wellington. These sessions are intended particularly for international students who would like additional discussion on the New Zealand governmental and public management system as background for seminars. They are however open to all course members and I would encourage New Zealand students to come along and share their experiences.

Course Structure and Readings

Note: the references are to the required or recommended reading for each module. References with an asterisk () will be supplied in hard copy. References with a printer symbol (🖨) will be included in the electronic course folder. Other references can be obtained from the University library.*

First module – public management and the public organisation

Topic 1: The nature of public management

16. What is public management? The nature of “management” as an activity in and between organisations. The meaning of “public” and ideas of the role of the public sector and evidence on its scope in OECD countries. The differences between public management and generic management in objectives, stakeholders, resources and productive processes.
17. Reading: Hughes (2003), Chapter 4*; Allison (1982)*; Moore (1995), pp 27-56*; Alford (1993)*; Bovaird and Löffler (2003), Chapter 1.

Topic 2: The study of public management


18. How has public management evolved? Some theoretical and empirical frameworks for analysis of public organisations, starting with classical bureaucracy and its critiques. The main ideas of New Public Management and New Public Administration.
19. Reading: Hughes (2003), Chapters 2 and 3; Rainey (1997), pp 22-53*; Gruening (2001)*; Denhardt and Denhardt (2000) 🖨.

Topic 3: The public organisation and the public sector

20. Approaches to analysis of public organisations in their environment. How are public organisations held accountable? What is the role of the public organisation in public production? Strategy and strategic management in public organisations.

21. Reading:

Accountability - Hughes (2003), Chapter 13;

Strategy and strategic management- Hughes (2003), Chapter 7; Bovaird and Löffler (2003), Chapters 5 and 6; Johnson and Scholes (1997), pp 137-181*; Laking (2000) 

Modes of production - Savas (2000), Chapter 4*.

Second module – themes in public management

22. Study in this module will be based on discussion of particular topics and comparative analysis in OECD countries: those countries selected for analysis are New Zealand, United Kingdom, Germany and Sweden. You may contribute on other countries as well if you prefer. The approach in class will follow the general one taken by Pollitt and Bouckaert. First there will be a general discussion of how to compare different public management systems. Then discussion will focus on:

describing the political and administrative systems in each country; and the role of the public sector and the distribution of public functions between levels of government; and

analysing and comparing main features in:

Organisational form and governance;

Management of performance and resources; and

Civil services and public employment.

23. All students should read at least the references giving an overview on comparative analysis, differing administrative traditions and approaches to comparative study (Topic 1). For the specific aspects of public management (Topic 2) you will be invited to nominate a specific country for study so you can contribute from that country's experience at the seminars. Your reading should focus first on the references related to your country. I hold some additional references for some countries that I will supply on request but you may also need to search for material in the Library and on the Internet.

Topic 1: An approach to comparative analysis

24. Identifying basic features of political and administrative systems and roles of the state.


25. Reading:

Role and size of the state: Jackson (2003)*;

Different administrative traditions: Pollitt and Bouckaert (2000), Chapter 3*; Luton (2003); Rugge (2003); Ziller (2003); Craig (2003);

Basic country data: Pollitt and Bouckaert (2000): relevant sections from Appendix of Country Files pp 192-284; OECD (PUMA) (2004): gateway to individual country pages of PUMA (OECD Public Management Service) – caution: these summaries are not always very up to date;

Individual country references:

New Zealand: Boston, Martin et al. (1996); Norman (2003); Petrie and Webber (2001) 

United Kingdom: Ling (2002)☒; Wall and West (2002)☒; Dunleavy (1989a); Dunleavy (1989b); Hyndman and Eden (2001)☒;

Germany: König (1983)*; Derlien (2003)☒; Klages and Löffler (1998)*; Reichard (1997); Wollmann (2000)☒;

Sweden: Schwartz (1994)*; Premfors (1998)☒.

Topic 2: Specific themes in public management

26. *Organisational structure*: What principles and practices apply to the overall organisation and governance of the public sector? Where is direct political control appropriate and where should principles of separation be applied? What is the appropriate relationship between “separating” and “joining up”? Reading: Rainey (1997), Chapter 8; Laking (2004)☒; Gill (2002)☒.
27. *Managing performance and resources*: How should objectives and tasks be specified and monitored in the public sector? Different national approaches to performance management, financial management and accountability. Reading: Hughes (2003), (Chapter 8 and Chapter 9)*.
28. *Civil services and public employment*: What are the special characteristics of employment in the public sector? Reading: Hughes (2003), Chapter 8.

Third module – issues and priorities in reform

Topic 1. Models of reform and reform agendas

29. *Reform processes*: what are the main factors driving reform processes in the public sector? Reading: Pollitt and Bouckaert (2000), Chapter 2; Toonen (2003)*.
30. *Overviews of trends and differences in reforms*: How have reform agendas played out in OECD countries? What issues do they raise? Reading: Pollitt and Bouckaert (2000), Chapter 4; Löffler (2003)*; Matheson and Kwon (2003)*.

Topic 2. A case study: Department of Work and Income

31. A discussion of the public management issues in the establishment and operation of the New Zealand Department of Work and Income. On the basis of your reading, please come prepared to discuss the following issues:

What was the policy environment for DWI: the national employment and income situation and the government policies for dealing with it? What operational tasks were required to implement the policies?

Why was a merger of the Employment Service and Income Support chosen? What were the strategic objectives behind the merger and the changes required as a result of it?

What are the measures of success and failure of DWI strategically and operationally? Did DWI succeed?

What were the management problems in DWI? What problems were there of objectives, structure, performance management, “values” and “culture”?

32. Reading:

Required: Hunn (2000)☒. You should read the main report and the following Annexes:

Annex H: “Benefit Receipt and Employment Assistance: An Analysis of Trends”;

Annex I: “The Objectives That Led to the Establishment of the Department of Work and Income”; and

Annex L: “The Performance of the Department of Work and Income”.

Additional: Petrie (1998).

Topic 3. Future issues for public managers.

33. What should be future reform priorities in New Zealand and other countries? A concluding discussion.

Notes on Additional Reading

34. These are more general references in addition to those specifically noted under recommended reading above.

General discussions on public management: Antonsen and Jørgensen (1997), Barzelay (2001), Behn (1995), Behn (1996), Hood (1986), Hood and Jackson (1991), Wilson (1989);

Characteristics of public bureaucracies: Crozier (1964), Lipsky (1980); Merton and others (1952);

Theoretical basis of study of public management and public organisations: Boston, Martin et al. (1996) – Chapter 2, Beer (1966), Davis, Sullivan et al. (1997), Simon (1976), Perrow (1986);

Case studies of public management issues: Ferlie, Ashburner et al. (1996), Lawton and McKeivitt (1996); Laking, Yeabsley et al. (2003);

Argument about the new public management: Gregory (2003), Hood (1991), Kettl (1997), Schick (1998), Schick (2003), Scott (2001).

Assessment

Summary

35. You need to complete **three** essays during the course. You should select one topic from each of the groups in the topic list below. Each essay is worth a third of the total course mark. The target length of each essay is 1500 words. Essays must be emailed, posted or hand-delivered to Darren Morgan by 5:00 pm on the due date. Email is preferred.

Due Dates

Essay Topic Group	Due Date
First	Monday 14 March
Second	Monday 18 April
Third	Monday 23 May

36. If you miss one of the due dates you can ask me to allow you to submit the essay on the optional due date of 13 June. The extension will generally only be granted when you have a genuine personal emergency. See below (“Assignment deadlines”).

Essay topics

37. Please choose three essay topics from the following list. Choose only one topic from a group.

First Group (choose 1)

38. Choose **one** of the following:

Discuss trends in a major public service such as correctional services, health services or post-secondary education over the last twenty years. Illustrate with figures for expenditure and changes in numbers of clients or users. Speculate on the likely main factors over the next twenty. What are the implications (or options) for organisation and delivery of the service of these trends?

Is the public organisation you work for a bureaucracy? What bureaucratic characteristics does it have? Where do its structure or processes differ from that of a classical bureaucracy?

A "wicked problem" in the public sector is one requiring contributions from many different individuals and organisations and where the relationship between public sector action and improved outcomes is uncertain. Examples could be: dealing with vandalism in urban areas; prevention and detection of child abuse; reducing hard core unemployment; reducing road traffic accidents. Discuss the different contributions to "co-producing" a better outcome. What are the roles of public organisations in making contributions directly or facilitating the contributions of others?

What is the hardest public policy your organisation has ever had to implement? Why was it difficult? What could have been done better?

Second Group (choose 1)

39. Choose **one** of the following:

Consider a public service such as prisons, hospitals or schools. Assume that the service will continue to be funded from the public purse. What are the alternatives to development and delivery of the service by public organisations? How would the alternative modes of provision be organised? What are the advantages and problems with these alternatives?

In a public organisation you know: in what ways is employment in this organisation different from employment in the private sector? Consider for example: the nature of the work, the accountabilities of the management and staff, relationships with outside stakeholders, provisions for selection and promotion and conditions of employment.

Look at the performance measures (outputs, outcomes, efficiency, effectiveness) of a public organisation you know. How useful are they at defining the goals and tasks of the organisation. What strengths and weaknesses do these measures have?

In a public organisation you know – who are the key stakeholders? What is their interest in the organisation and what is their power to influence the direction and control of the organisation?

Describe a significant innovation in the processes of a public organisation designed to lead to more efficient outputs or more effective performance in terms of outcomes. How did it originate? What were its advantages? What were the biggest problems of implementation?

Third group (choose 1)

40. Choose **one** of the following

Compare and contrast the differences in the following aspects of public organisations in two countries: organisational governance, employment, performance management. Why are these aspects different in the two different countries?

Discuss a specific programme of public sector reform in a country you know about, focusing on public sector restructuring, new systems of performance or financial management, or changes to the civil service and employment. What were the main elements of the reform? What incentives were there for political decision-makers to

commit to the reforms? What problems were encountered in the changes? Why did they arise?

Assignment deadlines

41. The ability to plan for and meet deadlines is a core competency of both advanced study and public management. Failure to meet deadlines disrupts course planning and is unfair on students who do submit their work on time. It is expected therefore that you will complete and hand in assignments by the due date. The only exception to this rule is a genuine personal emergency such as ill health or family bereavement. If you cannot for any reason meet a specific deadline you can ask me to grant an extension so you can submit the essay on the optional due date of 13 June.
42. I am very happy (indeed prefer) to receive your assignments by email and would like to return them, with comments, also by email. Please let me know if this is a problem for you. If you want to submit in hard copy, you still need to meet the deadlines but for out of town students, the deadline is when you post your essay.

General University Policies and Statutes

43. Students should familiarise themselves with the University's policies and statutes, particularly those regarding assessment and course of study requirements, and formal academic grievance procedures.

Student and Staff Conduct

44. The Statute on Student Conduct together with the Policy on Staff Conduct ensure that members of the University community are able to work, learn, study and participate in the academic and social aspects of the University's life in an atmosphere of safety and respect. The Statute on Student Conduct contains information on what conduct is prohibited and what steps can be taken if there is a complaint. For queries about complaint procedures under the Statute on Student Conduct, contact the Facilitator and Disputes Advisor. This Statute is available in the Faculty Student Administration Office or on the VUW website at: www.vuw.ac.nz/policy/studentconduct.
45. The policy on Staff Conduct can be found on the VUW website at: www.vuw.ac.nz/policy/staffconduct.

Academic Grievances

46. If you have any academic problems with your course you should talk to the tutor or lecturer concerned or, if you are not satisfied with the result of that meeting, see the Head of School or the Associate Dean of your Faculty. Class representatives are available to assist you with this process. If, after trying the above channels, you are still unsatisfied, formal grievance procedures can be invoked. These are set out in the Academic Grievances Policy, which is published on the VUW website: www.vuw.ac.nz/policy/academicgrievances.

Academic Integrity and Plagiarism

47. Academic integrity is about honesty – put simply it means **no cheating**. All members of the University community are responsible for upholding academic integrity, which means staff and students are expected to behave honestly, fairly and with respect for others at all times.
48. Plagiarism is a form of cheating which undermines academic integrity. Plagiarism is **prohibited** at Victoria. The University defines plagiarism as follows:

Plagiarism is presenting someone else's work as if it were your own, whether you mean to or not.

'Someone else's work' means anything that is not your own idea, even if it is presented in your own style. It includes material from books, journals or any other printed source, the work of other students and staff, information from the Internet, software programs and other electronic material, designs and ideas. It also includes the organisation or structuring of any such materials.

Plagiarism is not worth the risk.

49. Any enrolled student found guilty of plagiarism will be subject to disciplinary procedures under the Statute on Student Conduct (www.vuw.ac.nz/policy/studentconduct) and may be penalised severely. Consequences of being found guilty of plagiarism can include:
- an oral or written warning,
 - suspension from class or university,
 - cancellation of your mark for an assessment or a fail grade for the course.

Find out more about plagiarism, and how to avoid it, on the University's website at: www.vuw.ac.nz/home/studying/plagiarism.html.

Students with Disabilities

50. The University has a policy of reasonable accommodation of the needs of students with disabilities. The policy aims to give students with disabilities an equal opportunity with all other students to demonstrate their abilities. If you have a disability, impairment or chronic medical condition (temporary, permanent or recurring) that may impact on your ability to participate, learn and/or achieve in lectures and tutorials or in meeting the course requirements, then please contact the Course Coordinator as early in the course as possible. Alternatively you may wish to approach a Student Adviser from Disability Support Services to confidentially discuss your individual needs and the options and support that are available.
51. Disability Support Services are located on Level 1, Robert Stout Building, Telephone: (04) 463-6070, Email: disability@vuw.ac.nz. The name of your School's Disability Liaison Person is in the relevant prospectus or can be obtained from the Administrative Assistant.

Student Support

52. Staff at Victoria want students' learning experiences at the University to be positive. If your academic progress is causing you concern, the following staff members will either help you directly or quickly put you in contact with someone who can.

	Staff	Location
FHSS	Ann McDonald Student Support Coordinator	2 Wai-te-ata Road
Law	Kirstin Harvey	Room 103, Old Government Building
Science, and Architecture and Design	Liz Richardson	Room 150, Cotton Building
Commerce and Administration	Colin Jeffcoat	Room 119, Railway West Wing
Kaiwawao Maori	Liz Rawhiti	Room 007, Old Kirk Building
Manaaki Pihipihinga	Melissa Dunlop	Room 109D, 14 Kelburn Parade
Victoria International	Anne Cronin	Room 202, 10 Kelburn Parade

53. The Student Services Group is also available to provide a variety of support and services. Find out more at: www.vuw.ac.nz/st_services/ Email student-services@vuw.ac.nz.
54. VUWSA employs two Education Co-ordinators who deal with academic problems and provide support, advice and advocacy services, as well as organising class representatives and faculty delegates. The Education Office is located on the ground floor, Student Union Building, Telephone: (04) 463-6983 or (04) 463-6984, Email education@vuwsa.org.nz.

Reading List

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