

Victoria University of Wellington



**MASTER OF PUBLIC MANAGEMENT /
PUBLIC POLICY PROGRAMMES**

MMPM 522 / MAPP 529

**STRATEGIC MANAGEMENT
IN THE PUBLIC SECTOR**

(Second Trimester Course – 15 points)

2005 COURSE OUTLINE

Co-ordinator:

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Module Dates, Times and Locations

Module Four:	Thursday 25 August 2005	8.30am – 6.00pm
Module Five:	Thursday 13 October 2005	8.30am – 6.00pm
Module Six:	Thursday 17 November 2005	8.30am – 6.00pm

Locations:

Pipitea Campus.

Rooms will be advised prior to each module.

Course Objectives

Candidates completing this paper are expected to achieve the following learning outcomes:

- New levels of understanding of theories, models and issues regarding strategic management, particularly in relation to the public sector in the context of 21st century society;
- Knowledge of current thought and contemporary debates around strategy;
- An appreciation for the environment for public organizations particularly in relation to 'Managing for Outcomes' and the role of strategic planning and management;
- Knowledge of some important tools and techniques of strategic analysis;
- New levels of understanding of strategic planning processes, particularly in relation to creation of the annual Statement of Intent

Course Content

The paper draws on literature discussing strategic management in the public sector, guidance documents currently in use in New Zealand and on candidates' experiences and critical reflections on current practice. The course contents will be organized as follows:

DAY 1	KEY DOCUMENTS TO BE EXAMINED AND REQUIRED READING (All in the Course Reader)
Challenging the assumptions	Bloodworth G. (2001) 'Review essay: From strategic planning to strategic management: A manifesto', <i>Canadian Public Administration</i> , Vol 44, No 3, Fall, pp. 346-54. Bryson J. (1988) 'An Effective Strategic Planning Approach for Public and Nonprofit Organizations', from <i>Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement</i> , Jossey-Bass, New York. Nutt P and Backoff R. (1987) 'A Strategic Management Process for Public and Third-Sector Organizations', <i>Journal of the American Planning Association</i> , Vol 53, No 1, pp. 44-57. Mintzberg H. (1994) <i>The Rise and Fall of Strategic Planning</i> , Prentice Hall, Hemel Hempstead, Ch 5, 'Fundamental Fallacies of Strategic Planning'.
Strategy in the public sector: contemporary views	Alford J. (2001) 'The implications of 'publicness' for strategic management theory', in G. Johnson and K. Scholes (eds) <i>Exploring Public Sector Strategy</i> , Pearson Education, Harlow. Collier N., Fishwick F. and Johnson G. (2001) 'The process of strategy development in the public sector', in G. Johnson and K. Scholes (eds) <i>Exploring Public Sector Strategy</i> , Pearson Education, Harlow.
The context: 'Managing for outcomes'	Ryan B. (2004) <i>Learning MFO</i> , IPAA, Brisbane

DAY 2	
Strategic Planning: The Pathfinder Approach	<i>Pathfinder</i> documents Building Block 1: Identifying Outcomes Building Block 2: Outcome Indicators Building Block 3: Intervention Logic Building Block 4: Assessing Impact Building Block 5: Maximising Outcomes from Interventions Learning Paper: Managing for Outcomes in Complex Policy Environments Supporting Paper: Strategic Planning
Strategy and Learning: Evaluative Activity and Planning	DPMC/TPK/SSC/Treasury (2003) <i>Learning from Evaluative Activity</i> , Wellington.
Strategy and Shared Outcomes	DPMC/TPK/SSC/Treasury (2004) <i>Getting Better at Managing for Shared Outcomes</i> , Wellington. DPMC/TPK/SSC/Treasury (2004) <i>Getting Better at Managing for Shared Outcomes: A resource for Agency Leaders</i> , Wellington Treasury/SSC (2005) <i>Getting Better at Managing for Outcomes A tool to help organisations consider their progress in results-based management and identify development objectives</i> , Wellington DPMC/TPK/SSC/Treasury (2004) 2005/06 <i>Statements of Intent: Guidance and Requirements</i> , Wellington
DAY 3	
Statements of Intent	DPMC/TPK/SSC/Treasury (2004) 2005/06 <i>Statements of Intent: Guidance and Requirements</i>
Case studies	Various SOIs (selected by candidates)

* Key documents to be examined are produced in hard-copy form and, where copyright restrictions allow, electronically on Blackboard,

Readings

The key documents (Required Reading) listed above are included in the course reader. Most are also available on Blackboard.

A recommended text on strategic management in the public sector is G. Johnson and K. Scholes (2001) (eds) *Exploring Public Sector Strategy*, Pearson Education, Harlow.

It is also worth noting that Mintzberg H. (1994) *The Rise and Fall of Strategic Planning*, Prentice Hall, Hemel Hempstead, remains an outstanding contribution to the field.

The following select bibliography is not required reading for this course but you will find many of the readings useful for further (and, in some cases, more specific) learning and in completing your assignments.

What is Strategy?

Mintzberg, H. (1996) "Five Ps for strategy." In H. Mintzberg, & J. Quinn (eds.) *Managing the Strategy Process*, NJ: Prentice Hall: 10-17.

- Idenburg, P. J. (1993) "Four styles of strategy development." *Long Range Planning*, 26 (6): 132-137.
- Johnson, G. & Scholes, K. (2002) "The nature of strategy and strategic decisions." In *Exploring Corporate Strategy*, Essex, UK: Pearson: 4-15.
- Mintzberg, H. (1990) "The design school: Reconsidering the basic premises of strategic management." *Strategic Management Journal*, 11: 171-195.
- Eisenhardt, K., & Zbaracki, M. (1992) "Strategic decision making." *Strategic Management Journal*, 13: 17-37.

On Strategic Management in the Public Sector

- Alford, J. (2001) "The implications of 'publicness' for strategic management theory." In G. Johnson and K. Scholes (eds.) *Exploring Public Sector Strategy*, Pearson: Essex, UK: 1-16.
- Green, S. (1998) "Strategic management initiatives in the civil service: A cross cultural comparison." *International Journal of Public Sector Management*, 11 (7): 536-522.
- Collier, N., Fishwick, F. & Johnson, G. (2001) "The process of strategy development in the public sector." In G. Johnson and K. Scholes (eds.) *Exploring Public Sector Strategy*, Pearson: Essex, UK: 17-37.
- Bryson, J. (1998) "An effective strategic planning approach for public and nonprofit organizations." In Harry Costin (ed.), *Readings in Strategy and Strategic Planning*, 153-170. Orlando, FL: Harcourt Brace & Co.
- Poister, H., & Streib, G. (1999) "Strategic management in the public sector: Concepts, models and processes." *Public Productivity and Management Review*, 22 (3): 308-325.
- Hutchinson, J. (2001) "The meaning of 'strategy' for area regeneration: A review." *The International Journal of Public Sector Management*. 14 (3): 265-276.
- Stoney, C. (2001) "Strategic management or strategic Taylorism?" *The International Journal of Public Sector Management*. 14 (1): 27-42.
- Llewellyn, S. & Tappin, E. (2003) "Strategy in the public sector: Management in the wilderness." *Journal of Management Studies*, 40 (4): 955-982.
- Ring, P., & Perry, J. (1985) "Strategic management in public and private organisations." *Academy of Management Journal*, 10 (2) 276-286.
- Yates, D. (1991) "Management in public and private organisations: Similarities and differences." In Ott, Hyde and Shafritz (eds.) *Public Management: The Essential Readings*, Chicago: Lyceum Books.

Scope of the Organisation

Cummings, S. & Davies, J. (1994) "Mission, vision, fusion." *Long Range Planning*, 27 (6): 147-150.

Mintzberg, H. (1996) "Generic business strategies." In H. Mintzberg, & J. Quinn (eds.) *Managing the Strategy Process*, NJ: Prentice Hall: 83-92.

Johnson, G. & Scholes, K. (2002) "The importance of linkages." In *Exploring Corporate Strategy*, Essex, UK: Pearson: 159-165.

Johnson, G. & Scholes, K. (2002) "The extent of corporate diversity." In *Exploring Corporate Strategy*, Essex, UK: Pearson: 297-306.

Business-level Strategy

Skok, J. (1989) "Toward a definition of strategic management for the public sector." *American Review of Public Administration*, 19 (2): 133-147.

Porter, M. (1985) "Generic competitive strategies." In *Competitive Advantage*. New York: Free Press: 34-46.

Treacy, M., & Wiersema, F. (1995) *The Discipline of Market Leaders*, New York: Harper Collins.

Miller, D. (1992) "The generic strategy trap." *The Journal of Business Strategy*: January/February.

Stakeholder Analysis

Scholes, K. (2001) "Stakeholder mapping: A practical tool for public sector managers." In G. Johnson and K. Scholes (eds.) *Exploring Public Sector Strategy*, Pearson: Essex, UK: 165-184.

Mitchell, R., Agle, B., Wood, D. (1997) "Toward a theory of stakeholder identification and salience: Defining the principle of who and what really counts." *Academy of Management Review*, 22 (4): 853-886.

Leitch, S., & Davenport, S. (2002) "Strategic ambiguity in communicating public sector change." *Journal of Communication Management*, 7 (2): 129-139.

Analysis of the Environment

Johnson, G. & Scholes, K. (2002) "The PESTEL framework." In *Exploring Corporate Strategy*, Essex, UK: Pearson: 99-105.

Porter, M. (1985) "The structural analysis of industries." In *Competitive Advantage*. New York: Free Press, 3-33.

Eppink, J & de Waal, S. (2001) "Global influences on the public sector." In G. Johnson and K. Scholes (eds.) *Exploring Public Sector Strategy*, Pearson: Essex, UK: 38-56.

Resource Analysis

- Barney, J. (1997) "Analysing organizational strengths and weaknesses." In *Gaining and Sustaining Competitive Advantage*, Addison-Wesley: 142-174.
- Quinn, B. & Hilmer, F. (1996) "Core competencies and strategic outsourcing." In H. Mintzberg, & J. Quinn (eds.) *Managing the Strategy Process*, NJ: Prentice Hall: 63-73.
- Campbell-Hunt, C. (1995) "Perspectives on sustainability." *New Zealand Strategic Management*, Winter.

Organization Design

- Waterman, R., Peters, T., & Phillips, J. "The 7-S framework." Excerpts from "Structure is not organization" in *Business Horizons*, June 1980.
- Mintzberg, H. (1996) "The structuring of organizations." In H. Mintzberg, & J. Quinn (eds.) *Managing the Strategy Process*, NJ: Prentice Hall: 331-349.
- Scholes, K. (2001) "Strategy and structures in the public sector." In G. Johnson and K. Scholes (eds.) *Exploring Public Sector Strategy*, Pearson: Essex, UK: 232-249.
- Floyd, S. & Wooldridge, B. (1994) "Dinosaurs or dynamos? Recognizing middle management's strategic role." *Academy of Management Executive*, 8 (4): 47-57.
- Irwin, D. (2002) "Strategy mapping in the public sector." *Long Range Planning*, 35: 637-647.
- McAuley, J., Duberley, J. & Cohen, L. (2000) "The meaning professionals give to management... and strategy." *Human Relations*, 53 (1): 87-116.
- Hawkins, P. (1997) "Organizational culture: Sailing between evangelism and complexity." *Human Relations*, 50 (4): 417-440.
- Keidel, R. (1994) "Rethinking organizational design." *Academy of Management Executive*, 8 (4): 12-27.

Postmodern Perspectives on Strategy

- Knights, D. & Morgan, G. (1991). "Corporate strategy, organisations and subjectivity: A critique." *Organisation Studies*, 12(3): 251-273.
- Barry, D. & Elmes, M. (1997) "Strategy retold: Toward a narrative view of strategic discourse." *Academy of Management Review*, 22 (2): 429-452.
- Franklin, P. (1998) "Thinking of strategy in a postmodern way." *Strategic Change*, 7: 437-448.

Assessment

First item: Conceptual Essay

Length: 2000 words (30% of assessment)

Due date: 23 September 2005

Choose one of the following topics:

1. What are the main strengths and weaknesses of the traditional approach to strategic planning (Mintzberg's 'design' school)? To what extent are these same strengths and weaknesses reflected in conventional prescriptions for strategy and planning (e.g. the Pathfinder approach) introduced in recent years in western public sectors?

OR

2. Can the basic ideas underpinning the notions of 'strategy' and 'strategic management' be applied without difficulty to the 'public' sector - much less in the conditions emerging in 21st century societies? Why/why not? And if not, what might they mean?

Second item: Application / Case Study

Length: 3000 words (60% of assessment)

Due date: 17 November 2005

Choose one of the following topics:

1. Critique the state of play of regarding strategic management in government in NZ (you may choose to focus on central or local government, whole-of-government or within one agency). In particular, consider the integration of planning, budgeting, implementation and evaluation, and the work done in relation to shared outcomes (pay particular attention to the practice).

OR

2. Conduct a critical analysis of strategic planning as conducted in a New Zealand public sector agency. In particular, consider the characteristics, role, value and use of the Statement of Intent as one output in that process.

Third item: Presentation

Duration: 10 mins (10% of assessment)

Due date: 17 November 2005

Do a presentation to the class (Module 6) of the main points arising out of your case study / application.

NOTE: you may elect not to do a presentation, but to convert your Application / Case Study into a 4000 word item, worth 70% of assessment. Due date: 17 November 2005.

Please send / hand-in all assignments to:

Francine McGee,
School of Government,
Victoria University of Wellington,
Level 8 Reception,
Rutherford House,
23 Lambton Quay,
P.O. Box 600,
Wellington.

Students should keep a copy of all submitted work.

Penalties

The ability to plan for and meet deadlines is a core competency of both advanced study and management. Failure to meet deadlines disrupts course planning and is unfair on students who do submit their work on time. Hence marks will be deducted at the rate of five for every working day by which the assignment is late (weekends and public holidays excluded) and no assignments will be accepted after five working days beyond the date they are due. For out of town students, two calendar days' grace is given to allow for time in the post.

If ill-health, family bereavement or other personal emergencies prevent you from meeting the deadline for submitting a piece of written work, you can apply for and may be granted an extension to the due date. You should let your course coordinator know as soon as possible in advance of the deadline if you are seeking an extension.

Additional Information

Any additional announcements will be circulated by email or made in class.

If you are unable to make it to a session, please contact your course administrator for handouts.

Faculty of Commerce and Administration Offices

Railway West Wing (RWW) - FCA Student Administration Office

The Student Administration Office is located on the ground and first floors of the Railway West Wing. The ground floor counter is the first point of contact for general enquiries and FCA forms. Student Administration Advisers are available to discuss course status and give further advice about FCA qualifications.

Easterfield (EA) - FCA/Law Kelburn Office

The Kelburn Campus Office for the Faculties of Commerce & Administration and Law is situated in the Easterfield Building - it includes the ground floor reception desk (EA 005) and offices 125a to 131 (Level 1). The office, will be open from 9:00am to 5:00pm during Trimester 2, offers the following:

- Duty tutors for student contact and advice.
- Information concerning administrative and academic matters.
- FCA Student Administration forms (e.g. application for academic transcripts, requests for degree audit, COP requests).
- Examinations-related information during the examination period.

Please note:

There will be a Student Administration Adviser, from the RWW office, based in EA 005 from Monday 27 June to Friday 1 July (9:00am to 5:00pm) and from Monday 4 July to Friday 22 July (11:00am to 1:00pm).

General University Policies and Statutes

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 Conduct and Staff Conduct

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 website at www.vuw.ac.nz/policy/StudentConduct. The policy on Staff Conduct can be found on the VUW website at www.vuw.ac.nz/policy/StaffConduct.

Academic Grievances

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 (Students) 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 at www.vuw.ac.nz/policy/AcademicGrievances.

Academic Integrity and Plagiarism

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.

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 or staff, information from the Internet, software programmes and other electronic material, designs and ideas. It also includes the organization or structuring of any such material.

Plagiarism is not worth the risk.

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 penalized 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

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. Disability Support Services are located on Level 1, Robert Stout Building, telephone 463-6070 or email disability@vuw.ac.nz. The name of your School's Disability Liaison Person can be obtained from the Administrative Assistant or the School Prospectus.

Student Support

Staff at Victoria want students' learning experiences at the University to be positive. If your academic progress is causing you concern, please contact the relevant Course Co-ordinator, or Associate Dean who will either help you directly or put you in contact with someone who can.

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/ or email student-services@vuw.ac.nz.

VUWSA employs two Education Coordinators 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 or email education@vuwsa.org.nz.

Maori and Pacific Mentoring programme (Manaaki Pihipihinga)

This is a free programme of mentoring for Maori and Pacific students doing first year courses within the Faculty of Commerce and Administration. Weekly one hour mentoring sessions: drafting and editing assignments/discussing any questions that you might have from tutorials or lectures and going over every aspect of essay writing, either in small group sessions or on a one-to-one basis.

This includes:

- A computer suite hooked up to cyber commons for students to use to produce their assignments.
- Regular skill-based workshops with a learning adviser from Student Learning Support Services.
- Networking with other Maori and Pacific support groups throughout the university.

For more information please contact:

Melissa Dunlop, Programme Coordinator

Telephone (04) 463 - 6015 or email Maori-Pacific-Mentoring@vuw.ac.nz