

SCHOOL OF GOVERNMENT

PUBL 302 – Public Management

2005 PAPER OUTLINE (Second Trimester Paper – 22 points)

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Lecture Timetable:	Monday 4.40-5.30pm Thursday 2.40-4.30pm RLWY 129	Email:	Francine.McGee@vuw.ac.nz

GENERAL

The one-hour of weekly 'tutorial' time is used to do group work and is part of the 2hr teaching and learning session on Thursday. The Monday session is usually more like a traditional 'lecture' although there will be ample opportunity for questions and discussions if the need arises.

A NOTE ABOUT LEARNING ON PUBL 302

This is a course that goes deeply into public management in New Zealand (and elsewhere) to help you acquire knowledge of current developments. The required reading list is relatively small. This means that you will need to learn its contents *in detail*. You should also expect a fair amount of **small group learning and teaching**, including working in groups for your strategy analysis.

BLACKBOARD

All the important administrative and learning materials for this course are available via Blackboard.

To go to Blackboard, click on <http://blackboard.vuw.ac.nz/?bbatt+Y> enter your login and password. If you are not sure how to do this, please see ITS.

COURSE CONTENT AND OBJECTIVES

The objective of the course is to give students a working knowledge of contemporary approaches and issues in public management, particularly in relation to current theory and practice in New Zealand.

You are assumed to already have a good understanding of the constitutional basis, organisations and institutions of New Zealand government. (If you do not, or are not concurrently enrolled in PUBL 202, you may need to undertake some remedial learning based on the material covered in that course).

Learning outcomes

By the completion of the course, students should have:

- A conceptual understanding of the theory and practice of public management especially in New Zealand, current practice, key issues, and likely future developments.
- An applied understanding of the public management framework upon which selected strategies, policies, and reviews have been constructed.

Course requirements

To meet terms, students must complete all assignments and participate adequately and effectively in tutorials and the case study group work. While students are graded individually, a significant part of the work on this course is undertaken in groups – such that your success depends on your ability to help make the group function effectively. This is an essential part of this course, since most public sector work relies on interdependencies and the skills of participants to collaborate and achieve synergies.

ASSESSMENT

Summary of Assessment Requirements

Assignment	Type	Indicative Length	Due Date	Percent of overall mark
Essay	Written	1,500 words	Aug 11	20%
Presentation (case study)	Oral	10 mins + discussion	Oct 6	10%
Case study	Written	2,000 words	Oct 6	20%
Final examination	Written	3 hrs	TBA	50%

REQUIRED READINGS/READER

All the Required Readings for this course are available electronically for downloading via Blackboard. A hard copy reader of all required reading will be available from the bookshop early in the trimester.

WEEKLY SCHEDULE AND TOPICS

WK	DATES	TOPIC
1	July 4/8	Introduction
2	July 11/15	What is 'public management', anyway...?

		Public management in New Zealand: from the past to the present
3	July 18/22	Public management in New Zealand: from the past to the present
4	July 25/29	Public management in New Zealand: from the past to the present
5	Aug 1/5	Planning, strategising and reporting
6	Aug 8/12	Implementing, delivering, reviewing and reporting performance
	(Break Aug 15-28)	
7	Aug 29/Sept 2	Ethics, accountability and the role of the state sector Briefing: Doing your strategy analysis
8	Sept 5/9	Analysis of strategy (no lectures – work on strategy analysis)
9	Sept 12/16	Managing people, finances and organisations
10	Sept 19/23	Project preparation (consultation on Monday)
11	Sept 26/30	Presentations
12	Oct 3/7	The future

COURSE SCHEDULE

Week 1

Course Introduction

Weeks 2-4

Public management in New Zealand: the past and the present

Required Readings

All of these are also available electronically for downloading via Blackboard

Scott G. (2001) *Public Sector Management in New Zealand*, Wellington, Centre for Law and Economics ANU/Business Round Table version, Chapters 1 & 2.

Mallard T. Hon (Minister for State Services) (2003) 'The New Zealand Story: Public Management Reform and Ethics, Values and Standards', paper presented on a visit to Santiago, Republic of Chile, April, accessed from <http://www.beehive.govt.nz/ViewDocument.cfm?DocumentID=16563>

Ryan B. (2003) Learning MFO: Developments in Learning for Outcomes – A Case Study of Queensland, IPAA Qld, Brisbane [*This document is provided to students for their personal study and is not to be distributed*]

SSC/Tsy. State Services Commission/Treasury Steering Group (2002) *Managing for Outcomes: Guidance for Departments*, Managing for Outcomes Roll-out 2003-2004, August, Wellington, accessed from <http://www.ssc.govt.nz/display/document.asp?NavID=208&DocID=2510>

Tsy/SSC. New Zealand. Treasury/State Services Commission (2002) *Review of the Centre – One Year On*, Wellington, accessed from <http://www.ssc.govt.nz/display/document.asp?navid=105>

Petrie, M., and D. Webber, *Review of Evidence on Broad Outcome of Public Sector Management Regime*, Treasury Working Paper 01/06, Wellington: The Treasury, 2001.

Week 5

Planning, strategising, reporting

Week 6

Implementing, delivering, reviewing and reporting performance

Required Readings for weeks 5-12

The following are also available for downloading via Blackboard

- Minister of Finance, Minister of State Services (2003) Parliamentary Briefing: Public Finance (State Sector Management) Bill, Wellington, accessed from www.beehive.govt.nz/mallard/public-finance
- OECD. (2000) *Government of the Future*, OECD, Paris, pp. 1-89
- OECD. (2002) *Public Sector Modernisation: A New Agenda*, GOV/PUMA (2002)2, Paris, OECD
- Ryan B. (2003) *Learning MFO: Developments in Learning for Outcomes – A Case Study of Queensland*, IPAA Qld, Brisbane [This document is provided to students for their personal study and is not to be distributed]
- SSC. State Services Commission (1995) *Public Service Principles, Conventions and Practices*, accessed from <http://www.ssc.govt.nz/display/document.asp?navid=167>
- SSC. State Services Commission (2003) *Review of the Centre: State Sector Human Resources Framework*, Wellington, accessed from <http://www.ssc.govt.nz/display/document.asp?docid=3304&PageType=content&NavID=225>
- Tsy. Treasury (1996) *Putting it all Together: An Explanatory Guide to the NZ Financial Management System*, Wellington, accessed from <http://www.treasury.govt.nz/publicsector/pit/>
- Tsy. Treasury (2003) *The New Zealand Fiscal Management Approach: An Explanation Of Recent Changes*, Wellington, accessed from <http://www.treasury.govt.nz/publicsector/>

You will also be required to access, read and analyse a nominated government strategy. Details will be provided in Week 7.

Mid-term break: 15-28 August**Week 7**

Ethics, accountability and the role of the state sector.
Briefing on the strategy analysis

Week 8

Analysis of a strategy. You are being given time this week to work on your strategy. The course convenor will be available for consultation on Monday at the usual time and place.

Week 9

Managing people, finances and organisations

Week 10

Preparation of strategy analysis – no classes. The course convenor will be available for consultation on Monday at the usual time and place.

Week 11

Monday: Trial runs and opportunity for final consultation
Thursday: Presentation of case studies (compulsory attendance at full session)

Week 12

The future?
Briefing for exam

FURTHER READINGS

- Allison, Graham T (1982); 'Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?'; in Lane F. (ed) *Current Issues in Public Administration*, New York, St Martin's Press
- Boston J. Martin J. Pallot J. and Walsh P. (1996) *Public Management: The New Zealand Model*, Auckland, Oxford University Press
- Boston J. and Pallot J. (1997); "Linking Strategy and Performance: Developments in the New Zealand Public Sector"; *Journal for Policy Analysis and Management*, Vol 16, No 3, 382-404
- Carter, Neil (1991); 'Learning to Measure Performance: The Use of Indicators in Organizations'; *Public Administration*, 69, pp 85-101
- Controller and Auditor General (1999) *towards Service Excellence: The Responsiveness of Government Agencies to their Clients*, OAG, Wellington
- Crozier, Michel (1964), *The Bureaucratic Phenomenon*, University of Chicago Press, Chicago
- Durie M. (2000) 'Citizenship, Indigeneity, and the Treaty of Waitangi: Challenges to the State', paper presented to the Public Sector Senior Management Conference, *Citizens Centre Stage: A Conference About Serving Citizens Better*, Wellington, October
- Gregory R. (1998) 'Political Responsibility for Bureaucratic Incompetence: Tragedy at Cave Creek', *Public Administration*, Vol 76, Autumn, pp. 519-538
- Gregory R. and Hicks C. (1999); "Promoting Public Service Integrity: A Case for Responsible Accountability"; *Australian Journal of Public Administration*; Oxford, UK: Blackwell
- Hood, C and M Jackson (1991), *Administrative Argument*, Dartmouth Publishing, Aldershot
- Hughes, O. (1998) *Public Management and Administration*, South Yarra, Macmillan
- Kelsey, Jane (1995); *The New Zealand Experiment: A World Model for Structural Adjustment?*; Auckland University Press/Bridget Williams Books; Auckland
- Lane, Frederick S (ed) (1982); *Current Issues in Public Administration*; St Martin's Press, New York
- Martin, John (1994); "Ethics in Public Service: The new Zealand Experience", in Preston, Noel (ed) *Ethics for the Public Sector: Education and Training*; Sydney, Federation Press, pp 91-114
- Ministerial Advisory Group (2001) *Report on the Review of the Centre*, Wellington, December
- Mintzberg, Henry and James A. Waters (1985); "Of Strategies, Deliberate and Emergent"; *Strategic Management Journal*, Vol 6, pp 257-272
- Moore, M H (1995) *Creating Public Value: Strategic Management in Government*, Harvard University Press, Chapter 2 'Defining Public Value'
- OECD (2000) *Government of the Future*, OECD Paris
- Pallot, June and Ian Ball (1997); "What Difference Does Resource Accounting Make? The Case of New Zealand", in Corry, Dan (ed) *Public Expenditure: Effective Management and Control*; Institute for Public Policy Research; The Dryden Press, Harcourt Brace, London, pp 237-252
- Polidano C. (1999); 'The Bureaucrat Who Fell Under a Buss: Ministerial Responsibility, Executive Agencies and the Derek Lewis Affair in Britain', *Governance*, Vol 12, No 2 April, pp 201-229
- Preston, Noel (ed) (1994); *Ethics for the Public Sector: Education and Training*; Sydney, Federation Press
- Schick, A (1996) *The Spirit of Reform: Managing the New Zealand Public Sector in a Time of Change*, report for the State Services Commission and The Treasury, Wellington, 'Executive Summary' (an e-copy of the full report is in the Course Folder)
- Scott G. (2001) *Public Management in New Zealand: Lessons and Challenges*, New Zealand Business Roundtable, Wellington
- State Services Commission (1998) *Public Sector Reform in New Zealand: The Human Resource Dimension*
- State Services Commission (1999) *Looping the Loop: Evaluating Outcomes and Other Risky Feats*, Occasional paper No 7, SSC Wellington
- State Services Commission (2000) government.nz@your.service: *The New Zealand e-government Strategy*, Wellington
- State Services Commission (2001) *Career Progression and Development Survey 2000 – Highlights*, Wellington (an e-copy of the Highlights and the full report are in the Course Folder)

Storey, J and Sisson, K (1993); "Managing Strategically" in Storey, J and Sisson, K. *Managing Human Resources and Industrial Relations*; Open University Press, pp 52-79
 Wilson, J Q (1989), *Bureaucracy: What Government Agencies Do and Why They Do It*, Basic Books, New York

ASSESSMENT

Summary of Assessment Requirements

Assignment	Type	Indicative Length	Due Date	Percent of overall mark
Essay	Written	1,500 words	Thurs Aug 11	20%
Presentation on case study	Oral	10 mins + discussion	Thurs Oct 6	10%
Case study report	Written	2,000 words	Thurs Oct 6	20%
Final examination	Written	3 hrs	TBA	50%

Essay

Write an essay of 1,500 words on the following topic.

A hard copy of the essay is to be **handed in to reception, School of Government, 8th floor, Rutherford House on the Pipitea Campus by Thurs 11th August. The essay is worth 20% of marks.**

Topic:

The shift towards 'managing for outcomes' (MFO) is regarded by some as an important stage of development of public management in New Zealand. One of the key components of MFO is networking to achieve shared outcomes. First, discuss what you think 'managing for outcomes' means. How does it differ from previous approaches to public management? Then, assess how departments can network better to meet shared outcomes. What problems do you foresee in this process? How can they be ameliorated? (Feel free to consider the Statement of Intent of any Public Service Department in preparing your response)

Case study: The analysis of a strategy: public management in practice:

Note that while your final grades are allocated individually, this part of the assessment has an implicit component which is not, in itself, assessed but which contributes to the overall success of the group. The final project report will be awarded a single grade which will apply to all its members. Each of you, therefore, needs to strive to ensure that the group produces the best work of which it is capable. The group will also be given the power to sanction any individual who does not contribute effectively. And why are you required to act in this manner? Because almost all public sector work is undertaken with others, and effectiveness depends on the capability and willingness of the individuals to collaborate and to achieve synergies. This project represents a training ground for this capability.

For this aspect of the assessment you will work in a group and conduct a critical analysis of a selected programme or strategy for which there is extensive public documentation.¹ A list of strategies will be provided at an appropriate time from which you will make your selection and join the group studying that

¹ Strategies and programmes could be in the following areas: health, road, marine safety, border control, infectious diseases, financial management, Immigration, education (elementary, secondary, and/or tertiary), Maori development, ICT, policing, and energy, among others. There are others as well, and you are free to identify one that best suits your assignment.

strategy. As far as possible, the group formation and operation will be set up to suit your style of learning and working – but trade-offs are inevitable.

Using the analytical framework identified below, your group will conduct a **critical analysis of the management framework surrounding the strategy or programme allocated**, based on the publicly available documentation. Key documents will be identified for you: in most cases these will be the appropriate strategy plan and/or departmental statement of intent.

The primary focus of your analysis is to be on the following:

- What is the strategy/programme trying to achieve and how is it organised? How is it supposed to achieve its effect? (You may wish to pay particular attention to the goals, objectives and outcomes – including the putative problem to which the strategy is a proposed solution – and the overall management framework).
- Given the goals and objectives of the strategy/programme how strategic, coherent and comprehensive does the strategy appear to be? (Here, you may wish to pay particular attention to the goals and objectives, the intervention logic, and the scope and scale of the intervention).
- How adequate does the implementation/service delivery framework appear to be? (Pay particular attention to the form of implementation, the range of agencies and stakeholders involved, and any whole-of-government issues and associated co-ordination mechanisms).
- What appear to be the management strengths and weaknesses of the strategy/programme (i.e., institutional framework; co-ordination; strategic planning and management; personnel, IT and financial management; service delivery; and monitoring and evaluation)?
- Considered from a public management and governance perspective what is your overall assessment of the strategy/programme? Will it be effective? Justify your conclusions.

The course convenor will assist your group to clarify the precise approach to be taken for your case study. Time for consultation will be provided in class. If your group wishes to have individual consultation, email the convenor to make an appointment.

Check the Course Schedule above for important dates relating to the case study.

Assignments due:

Presentation: **10-12 mins presentation** of the main points of your case study + 5 mins discussion and questions. Date is **Thursday 6th Oct.** Worth **10%** of marks. Note that a **1-2 page overview** of the presentation is to be given to each member of the class at the time of the presentation.

The final **Case Study Report** is to be **2,000 words** in length and is to be submitted in hard copy form to the convenor **no later than 5pm Thurs Oct 6th, SoG Reception desk, 8th floor Rutherford House.** Worth **20%** of marks.

Examination

The examination will be for three hours to be taken on a day to be advised.

It will comprise a selection of **short essay questions**. The questions will be based primarily on **material covered in lectures and tutorials**. Worth **50%** of marks.

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 (EA005) and offices 125a to 131 (Level 1). The office, will be open from 9:00 am to 5:00 pm 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 (9:00 am to 5:00 pm) and from Monday 4 July to Friday 22 July (11:00 am to 1:00 pm).

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.

CLASS PARTICIPATION

It should be evident that the course places a premium on class participation. All students are expected to come to the class well-prepared – by studying in depth the required readings before the session for which they are assigned. Additional readings may be set and further material distributed during the course.

Furthermore full participation in tutorial work and group work associated with the case study by all students is essential both for the success of the case study and to meet terms.

LATE ASSIGNMENTS

Assignments must be handed in at the designated time and on the designated date to avoid penalty. You will lose 5 marks out of 100 off the assessed grade for every day that your assignment is late. Assignments will not be accepted after seven days.

Reasonable pre-arranged extensions for valid reasons of illness or personal or family problems will usually be granted. But it is essential that you let the co-ordinator know as soon as possible in advance of the due date if these circumstances prevent you meeting the deadline.

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:

www.vuw.ac.nz/policy/AcademicGrievances.

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, or phoning 463 – 6070, 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, the following staff members will either help you directly or quickly put you in contact with someone who can.

<i>Staff</i>	<i>Faculty Room number</i>	
Sue Dover	Student Support Coordinator, FHSS	2 Wai-te-ata Road
Kirstin Harvey	Law	Old Gvt Building room 103
Liz Richardson	Science and Architecture and Design	Cotton Building room 150

The Student Services Group is also available to provide a variety of support and services. Find out more at www.vuw.ac.nz/st_service/ 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, phone 463 6983 or 463 6984, 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

Ph: 463 6015 or Email: Maori-Pacific-Mentoring@vuw.ac.nz