

## School of Government

# MMPM 501 PUBLIC MANAGEMENT

Trimester 1 2006

## COURSE OUTLINE

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### Contact Details

**Course Co-ordinator:** **Associate Professor Bill Ryan**  
Room RH 801, Level 8, Rutherford House, Pipitea Campus  
Telephone: (04) 463-5848  
Fax: (04) 463-5454  
Email: [bill.ryan@vuw.ac.nz](mailto:bill.ryan@vuw.ac.nz)

**Administrator:** **Darren Morgan**  
Room RH 802, Level 8, Rutherford House, Pipitea Campus  
Telephone: (04) 463-5458  
Fax: (04) 463-5454  
Email: [darren.morgan@vuw.ac.nz](mailto:darren.morgan@vuw.ac.nz)

### Module Dates, Times and Location

**Module One:** Tuesday 21 February 2006 8.30am-6.00pm

**Module Two:** Monday 10 April 2006 8.30am-6.00pm

**Module Three:** Tuesday 6 June 2006 8.30am-6.00pm

**Location:** Classes will normally be held on the Pipitea Campus and you will be advised of your classroom one week prior to each module by email.

## **Course Objectives**

By the completion of this course, candidates will:

- Understand what is meant by the theory and practice of ‘public management’, particularly as understood in the liberal democracies such as New Zealand;
- Understand the directions of and justifications for contemporary developments in public management in New Zealand; and
- Be able to apply these to present-day development in New Zealand state sector organisations.

## **Readings and Blackboard**

You have been provided with a hard copy of all Required Readings for the Course. Where copyright does not restrict it, these readings are also available on the MMPM 501 Blackboard site. Go to [www.blackboard.vuw.ac.nz](http://www.blackboard.vuw.ac.nz) and login with your username (on your Confirmation Of Study) and password (for new students, your VUW Student ID number on your Confirmation of Study or your VUW Student ID card), then navigate to MMPM 501 Public Management.

## **Course Structure**

### **Module 1**

#### **The constitutional foundations of ‘public service’ in Westminster-derived liberal democracies**

- The role of the ‘public servant’
- Public servants, ministers and the government of the day

#### **The rise and rise of public management**

- What is ‘public management’?
- Reform agendas since the 1980s; social, political, managerial and economic
- Key features of ‘new public management’
- Public management and governance; ‘public service’ and the public ‘manager’
- Public management and the creation of public value

#### **Public management in NZ and the liberal democracies**

- The optimistic, economic agenda late-1980s and the 1990s: marketisation and contractualism
- Questions and doubts: the Schick Report (1996), the Review of the Centre (2001) and the Standards Board (2000-2002)
- New directions; Pathfinder, Statements of Intent, Managing for Outcomes, Senior Leadership and Management Development
- Central agencies, line agencies, collective learning and emerging change
- Lessons learned and current international thinking: UK, Australia, New Zealand, US and Canada

### Required readings for module 1

- SSC (1995) *Public Service Principles, Conventions and Practice*, Wellington [This series is slightly out of date but the principles still hold]
- NZ Government (2001) *Cabinet Manual*, Wellington, pp. 1-51. [By the time 501 is underway, a new Cabinet Manual should have been printed. Check for updates from [www.dPMC.govt.nz/cabinet/manual/index.html](http://www.dPMC.govt.nz/cabinet/manual/index.html) ]
- Feldman M. and Khademian A. (2002) 'To Manage is to Govern', *Public Administration Review*, Sept/Oct, Vol 62, No 5, pp. 541-54.
- UK Cabinet Office (2002) *Creating Public Value*, London.
- SSC (2002) *Review of the Centre One Year On: Getting Better Results for Ministers and Citizens*, Wellington [Other documents on the SSC and Treasury websites update some of the contents of this document but it still stands as a useful overview of RoC and subsequent work]

### Additional readings

- SSC-Treasury *Pathfinder* documentation, accessible from <http://io.ssc.govt.nz/pathfinder/information.asp>
- MFO Steering Group (2003) *Managing for Outcomes: Guidance for Departments*, Wellington.
- Scott G. (2001) *Public Management in New Zealand*, Centre for Law and Economics, ANU, Canberra, 'Foreword', 'Preface' and chapters 1-3.
- Schick A. (1996) *The Spirit of Reform: Managing the New Zealand State Sector in a time of Change*, A Report Prepared for the State Services Commission and the Treasury, New Zealand, Wellington.
- Ministerial Advisory Group (2001), *Report of the Ministerial Advisory Group on the Review of the Centre*, Presented to the Ministers of State Services and Finance, November.

It is also worth checking recent documents available on the SSC website [www.ssc.govt.nz/display/home.asp](http://www.ssc.govt.nz/display/home.asp) (select from the boxes on the left hand side of the page)

## **Module 2**

### Elements of practice

- Institutions and organisations
- Strategic planning and management
- Budgeting and financial management
- Human resource management
- Implementation and service delivery
- Monitoring and evaluation
- Information systems and the management of knowledge
- Ethics, accountability and the public interest

### From outputs to outcomes

- The 1990s focus on outputs
- The (re)turn to outcomes: 'managing for outcomes'
- The relationship between outputs and outcomes
- The future: outputs for budgetary and financial management; outcomes for policy management

### The 2003 changes to the governing legislation in NZ

- Key features
- Implications for practice

### Managing across government

- Managing horizontally
- Coordination
- Shared outcomes

### The public manager, public leadership, creativity and politics

- Personal attributes, knowledges and skill sets, leadership and management in the public sector
- Who does the public manager serve?
- A public servant for the 21<sup>st</sup> century

Briefing: the MFO progress/self-assessment tool

### Required readings for module 2

Ryan B. (2003) *Learning MFO: Managing for Outcomes – The Queensland Case*, Report prepared for the Institute of Public Administration Australia.

MFO Steering Group (2003) *Managing for Outcomes: Guidance for Departments*, Wellington

SSC (2004) *Getting Better at Managing for Shared Outcomes*, Wellington.

Bakvis H. & Juillet L. (2004) *The Horizontal Challenge*, Canadian School of Public Service, Canada

OECD (2001) *Citizens as Partners: Information, Consultation and Public Participation in Policy-Making*, Paris, OECD (pp. 1-77)

SSC (2001) *NZ Public Service Code of Conduct*, Wellington.

OECD (2001) *Public Sector Leadership for the 21<sup>st</sup> Century*, Paris, OECD (pp. 1-56)

### Additional readings

SSC (2004) *Getting Better at Managing for Shared Outcomes: A Resource for Agency Leaders*, Wellington

SSC (2001) *New Zealand Public Service Chief Executive Competencies*, Wellington.

## **Module 3**

### Assessments of agency progress regarding MFO

- Individual and collective discussion of the findings arising out of assessment #3, the application of the ‘MFO progress/self-assessment tool’ to particular agencies

### The characteristics of 21<sup>st</sup> century society

- Complexity, uncertainty, intractability, contextuality, paradox, plurality and networks
- Implications for public management and governance

### Governance in the 21<sup>st</sup> century

- Present trends
- Scenarios

### Required readings for module 3

SSC/Treasury (2005) *Getting Better at Managing for Outcomes A tool to help organisations consider their progress in results-based management and identify development objectives*, Wellington, accessible from

[www.ssc.govt.nz/display/document.asp?NavID=208&DocID=4727](http://www.ssc.govt.nz/display/document.asp?NavID=208&DocID=4727)

Ryan B. (2003) *Learning MFO: Managing for Outcomes – The Queensland Case*, Report prepared for the Institute of Public Administration Australia.

OECD (2000) *Government of the Future*, Paris, OECD, pp. 1-88

OECD (2002) *Public Sector Modernization: A New Agenda*, GOV/PUMA(2002)2, Paris, OECD.

## Assessment Requirements

Please note that all of these assignments are linked to contents of the modules and require you to do at least some work (e.g. reading, study, thinking, writing) prior to the module itself.

### 1. Conceptual Argument (essay)

Write an essay on the following topic. You will note that it refers to the content of Module 1. Most of the issues to which you may wish to refer will not have been covered in class; to deal effectively and succinctly with this topic means that you will need to read the required reading and think about its contents in some depth.

**It can be – and has been – argued that ‘public management’ is merely a technical ‘toolkit’ whereby senior managers manage an organisation. A more reflexive and substantive view is that ‘managing is governing’ and/or that the task of the public manager is the ‘creation of public value’ (however defined). But what does this mean? In what sense is ‘public management’, in effect ‘governing’. And how does that argument sit alongside the conventional Westminster-derived view that public services are the technical officers of the minister and the government (i.e. are part of the executive)?**

The critical elements of this assignment will be your ability to (a) grasp the conceptual issues involved; (b) critically analyse a complex issue; (c) mount a careful and substantive argument in response; and (d) write a technically competent ‘essay’ (very similar in character to a good-quality discussion paper or options document).

**Due Date: Monday 13 March 2006**

**Length: 2000 words**

**Assessment value: 40% of final mark**

### 2. Knowledge of Practice (concepts test)

At the start of module 2, you will be given a list of terms that refer to various aspects of public management in New Zealand (and elsewhere), terms that will be discussed throughout

the day (and which are covered in the required reading for this and other modules). You should regard these terms as 'essential knowledge' for a fully-functioning manager.

**At the completion of the module, you will be given a short list of these terms for which you will have to provide written definitions. You will be given a short period of time to complete this task and to email them back to the course co-ordinator.**

Please note that, with this assignment (as with all others), collective learning is encouraged. However, you are assessed and accredited individually. Write your own submissions. Do NOT submit a joint, shared or collectively constructed response (or sanctions will be applied).

The critical elements in this assignment will be your (a) correct understanding of the term; (b) ability to define it substantively and succinctly; and (c) ability to do this rapidly.

**Due date: Emailed to course co-ordinator, no later than 5.00pm Thursday 13 April 2006**

**Length: 1000 words**

**Assessment value: 20% of final mark**

### **3. Organisational Review (the MFO self-assessment tool)**

Included as part of the required reading for this course is the document "Getting Better at Managing for Outcomes: A tool to help organisations consider their progress in results-based management and identify development objectives". This is a self-assessment tool for organisations in assessing their progress towards the development of an outcomes orientation in their structures, cultures, values, systems and practices.

**Use this assessment tool to conduct an internal view of progress towards MFO in your organisation (or any organisation with which you are familiar)\*. Imagine that your assessment is to be presented to the senior management team: according, include a final section that provides recommendations for highest priority action over the next year.**

\* Individuals, including international students, for whom selecting an appropriate organisation may be difficult, should talk with the course co-ordinator to organise an alternative.

Please note that module 3 will include discussion of your assessment with other candidates. Be prepared to talk to it at length.

The critical elements of this assignment are your ability to (a) apply the concepts and values presumed in the assessment tool to a particular case; (b) come to a critical, insightful yet balanced assessment of the state of play in a particular organisation; (c) pick and recommend priority directions based on their strategic significance; and (d) express this effectively in written form.

**Due date: Tuesday 6 June 2006**

**Length: 2000 words**

**Assessment value: 40% of final mark**

**Please send / hand-in ALL assignments (unless instructed otherwise by the course co-ordinator) to:**

Francine McGee,  
School of Government,  
Victoria University of Wellington,  
Level 8 Reception,  
Rutherford House,  
23 Lambton Quay,  
P.O. Box 600,  
Wellington.  
Email: [francine.mcgee@vuw.ac.nz](mailto:francine.mcgee@vuw.ac.nz)

**Students should keep a copy of all submitted work.**

ANZSOG candidates taking this course as an elective should note that they take it for 24 points, and not 15 points. Accordingly, the learning outcomes to be achieved by ANZSOG candidates are wider and deeper than those expected for non-ANZSOG candidates. The content of those learning outcomes, and the means whereby they will be assessed, will be negotiated and confirmed with the course co-ordinator at the start of the course.

## **Penalties**

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. 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. Electronic versions of assignments may be submitted by email but should be followed by a hard copy.

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

## **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. To check for opening hours, call the office on (04) 463-5376.

### ***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 EA 125a to EA 131 (Level 1). The office is available for 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.

Check with the Student Administration Office for opening times on (04) 463-5376.

## **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](http://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](http://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](http://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](http://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](http://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 Co-ordinator 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 (04) 463-6070, email: [disability@vuw.ac.nz](mailto: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/](http://www.vuw.ac.nz/st_services/) or email [student-services@vuw.ac.nz](mailto:student-services@vuw.ac.nz).

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, phone (04) 463-6983 or (04) 463-6984, email [education@vuwsa.org.nz](mailto:education@vuwsa.org.nz).

## **Manaaki Pihipihinga Maori and Pacific Mentoring programme (Faculties of Humanities and Social sciences and Commerce and Administration)**

- **What:** Academic Mentoring for Maori and Pacific students studying at all levels in the above faculties. Weekly sessions for an hour with a mentor to go over assignments and any questions from tutorials or lectures. Registered students can use the faculty's study rooms and computer suite, at any time, at Kelburn and Pipitea.
- Mature student and Post grad network

If you would like to register as a mentor or mentee, please contact the co-ordinator.

### **Where:**

Melissa Dunlop  
Programme Co-ordinator  
Room 109 D  
14 Kelburn Parade: back courtyard  
Phone: (04) 463-6015  
Email: [Maori-Pacific-Mentoring@vuw.ac.nz](mailto:Maori-Pacific-Mentoring@vuw.ac.nz)

Please Note: A mentoring room will also be running at Pipitea Campus starting January. Please contact the Programme Co-ordinator for details.