

School of Government

MMPM 521 / MAPP 530

COMPARATIVE PUBLIC MANAGEMENT

Trimester 1 2006

COURSE OUTLINE

Contact Details

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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

Introduction

This course is about 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?

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?

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. The second-trimester course in Development Policy and Management will concentrate specifically on public management in developing countries.

Learning objectives

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

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 therefore you must have read the study guides (see below) and the recommended texts.

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

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.

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

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.

Reading: Hughes (2003), Chapters 2 and 3; Rainey (1997), pp 22-53*; Gruening (2001)*; Denhardt and Denhardt (2000) ㉔.

Topic 3: The public organisation and the public sector

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.

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) ㉔;

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

Second module – themes in public management

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:
 1. Organisational form and governance;
 2. Management of performance and resources; and
 3. Civil services and public employment.

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. You may also need to search for material in the Library and on the Internet.

Topic 1: An approach to comparative analysis

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

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

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)☒.

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)*.

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

Reform processes: What are the main factors driving reform processes in the public sector?

Reading: Pollitt and Bouckaert (2000), Chapter 2; Toonen (2003)*.

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

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”?

Reading:

Required: Hunn (2000)¹⁵. 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.

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

Notes on Additional Reading

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 McKevitt (1996); Laking, Yeabsley et al. (2003);

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

Resources for the Course

Copyright

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

References in the text are indicated in the form Author (Date). You can look up the full reference in the Reading List on page 13 of this Outline.

Readings

There is no one single text that will cover all the topics in this course. Hughes (2003) is the recommended general text on public management. You should be able to purchase this from VicBooks (NZ\$76.95) or from Amazon (US\$35.95 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 (2005). 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 VicBooks for \$122.95 or from Amazon for US\$48.39 plus shipping.

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.

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.

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

Course folders

All course information including electronic reading material, copies of presentations and other notes will be stored in the MMPM 521 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.

Study guide

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.

Assessment Requirements

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.

Due Dates

Essay Topic Group	Due Date
First	Monday 20 March 2006
Second	Tuesday 25 April 2006
Third	Monday 29 May 2006

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.

Essay topics

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

First Group (choose 1)

Choose **one** of the following:

1. 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 years. What are the implications (or options) of these trends for organisation and delivery of the service?
2. 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?
3. 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?

4. 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)

Choose **one** of the following:

1. 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?
2. 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.
3. Look at the performance measures (outputs, outcomes, efficiency, effectiveness) of a public organisation you know. How useful are they in defining the goals and tasks of the organisation. What strengths and weaknesses do these measures have?
4. 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?
5. 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)

Choose **one** of the following:

1. 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?
2. 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?

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

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.

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.

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 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. 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 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.

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

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

Reading List

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- Jackson, P. M. (2003). The size and scope of the public sector: an international comparison. Public management and governance. T. Bovaird and E. Löffler. London, New York, Routledge: 25-39.
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