

School of Government

MMPM 501
PUBLIC MANAGEMENT
(15 Points)

Trimester One 2007

COURSE OUTLINE

Contact Details

Course Coordinator: **Associate Professor Bill Ryan**
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Module Dates, Times and Locations

Module One: Tuesday 20 February 2007 8.30am – 6.00pm

Module Two: Tuesday 17 April 2007 8.30am – 6.00pm

Module Three: Tuesday 5 June 2007 8.30am – 6.00pm

Location: Classes will normally be held on the Pipitea Campus of Victoria University 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.

Course Format

Note that the course is designed around several different teaching and learning strategies.

- Module 1 is comprised largely of important background material about which there is quite a bit of published material from practitioners and researchers. You are expected to read the Required Reader BEFORE the module in order that the session can focus mostly on elaboration and clarification via collective discussion rather than introduction from a lecturer. In other words, good ol’ fashioned study is important here. Note too that a significant amount of this reading is drawn not from hard copy publications but from web pages.
- Module 2 focuses on particular areas of current interest. Again, background reading BEFORE the module is important but the module contents will include guest lecturers discussing ‘what they are currently doing’ followed by Q&A, collective discussion, and group work designed to identify the points worthy of taking forward.
- The first part of Module 3 will involve discussion of the case studies you will prepare for submission as the last item of assessment, including collective discussion and group work. The final session will pull back and look at future scenarios for public management. This discussion will be based on published work included in the Required Reading which you are expected to read BEFORE the module.

Learning Commitment

The learning objectives set for each course are demanding and, to achieve them, candidates must make a significant commitment in time and effort to reading, studying, thinking, and completion of assessment items outside of contact time. Courses vary in design but all require preparation and learning before the first module. Regular learning is necessary between modules (students who leave everything to the last moment rarely achieve at a high level). Expressed in input terms, the time commitment required usually translates to 65-95 hours (excluding class contact time) per course.

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 <http://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 (overview – for detailing in Module 2): Managing for Outcomes (including the earlier Pathfinder), Senior Leadership and Management Development, 'whole-of-government' and 'shared outcomes', e-Government, the re-identification of the 'state sector' and the State Sector Development Goals
- Developments in comparable jurisdictions: Australia, UK, Canada and the US – and the OECD view (the 'modernisation' agenda)

Elements of 'public management practice'

Areas of knowledge and action that competent managers need to know about and be capable of applying

- Westminster foundations
- Treaty of Waitangi
- Ethics, accountability and the public interest
- Institutions and organisations
- Strategic planning and management
- Budgeting and financial management
- Human resource management
- Leadership and change
- Implementation and service delivery
- Building capability
- e-Government, information systems and the management of knowledge
- Risk management
- Monitoring and evaluation

The 2002-4 changes to the governing legislation in NZ

- Key features
- The State Sector Act, the Public Finance Act, the Crown Entities Act
- The Local Government Act and relations between central and local government
- Implications for practice

Required readings for module 1

Note that all of the NZ central agency readings listed in this outline can be downloaded from www.ssc.govt.nz/display/document.asp?NavID=121 or www.treasury.govt.nz/publicsector/ It is recommended that you become fully familiar with these websites since they contain a wealth of material.

SSC (1995) *Public Service Principles, Conventions and Practice*, Wellington [This series is slightly out of date and no longer available from the SSC website but the principles still hold]

NZ Government (2001) *Cabinet Manual*, Wellington, pp. 1-51. [Check for updates from www.dpnc.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.

OECD (2005) *Modernising Government: The Way Forward*, Paris, OECD, pp. 1-25, 185-206.

Norman, R. (2006) New Governance, New Dilemmas: Post-Reform Issues in New Zealand's Public Sector, *Policy Quarterly*, Vol 2 No 3, pp. 24-31.

UK Cabinet Office (2002) *Creating Public Value*, London, Strategy Unit (authors: Gavin Kelly and Stephen Muers)

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. Go to www.ssc.govt.nz/display/document.asp?navid=208]

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

Treasury (2005) *A Guide to the Public Finance Act*, Wellington [A wide range of documents relating to the PFSSM Bill and the four subsequent Acts can be found at www.treasury.govt.nz/pfssm/]

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.

Palmer G. and Palmer M. (2004) *Bridled Power: New Zealand's Constitution and Government*, 4th ed., Auckland, Oxford University Press, Pt 11.

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

Module 2

From outputs to outcomes

- The 1990s focus on outputs
- The (re)turn to outcomes: ‘managing for outcomes’, including causality, change, intervention logic, intermediate and ultimate outcomes
- Managing for outcomes: do ministers and officials actually want to focus on them? – and other issues
- The relationship between outputs and outcomes
- The future: outputs for budgetary and financial management; outcomes for policy management

Whole-of-government outcomes

- Shared outcomes
- Managing horizontally
- Regional networks
- Coordination in development and implementation
- Coordination in theory and practice

The view from Local Government

- Managing in local government
- ‘Closer to community’; officials, iwi, councillors and ratepayers
- Relationships with central government: the LTCCP process
- The significance of decentralisation and localism

The public manager, public leadership

- Personal attributes, knowledges and skill sets, leadership and management in the public sector
- Creativity, courage, intelligence, politics and ‘nous’
- Managing and leading in networks
- Managers and accountability
- Who does the public manager serve?
- A public servant for the 21st century

Building capability in the NZ state services

- Capability and capacity
- People aspects, system aspects, resourcing aspects
- Senior leadership and management development
- Early and middle career development?
- Internships and graduate entry?

e-Government

- The various aspects, including service delivery and e-democracy
- The e-government strategy
- ‘Transformation’, web access and interoperability frameworks, shared workspace, secure electronic environments and new ways of working
- Citizen-official-minister relationships in the digital age

The State Services Development Goals

- The revitalisation of the State Services Commission
- The re-assertion of the ‘state sector’?
- The goals, the vision (their value?) and their implementation

Briefing: the MFO progress/self-assessment tool

A briefing in advance of the major item of assessment.

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 21st Century*, Paris, OECD (pp. 1-56)
- Reid M., Scott C. and McNeill J. (2006) ‘Strategic Planning Under the Local Government Act 2002: Towards Collaboration or Compliance?’, *Policy Quarterly*, Vol 2 No 2, pp. 18-25.
- Local Government NZ (2006) *The Role of Local Government*, go to www.lgnz.co.nz/lg-sector/role/, and explore this website.
- State Services Commission (2006) *The e-Government Programme*, go to www.ssc.govt.nz/display/document.asp?navid=106 and explore this website.
- State Services Commission (2006) *Development Goals for the State Sector*, go to www.ssc.govt.nz/display/document.asp?navid=242 and explore this website.
- State Services Commission (2006) *HR Guidance, People Capability Development*, go to www.ssc.govt.nz/display/document.asp?navid=236 and explore this website.

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.
- Norman, Richard (2003) *Obedient Servants? Management Freedoms and Accountabilities in the New Zealand Public Sector*, Wellington, Victoria University Press

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 21st century society

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

Governance in the 21st century

- Present trends
- Managing globally, acting locally (with particular emphasis on decentralisation and localism)
- Scenarios

So what, then, is ‘public management’...?

All this talk, all these ideas, all this effort: what does it all add up to? How significant is it? What difference it is making to anyone?

- The minister’s view
- The view from the top
- The view from the front-line
- The central government view
- The local government view
- The client view
- The citizen view
- The societal view

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

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)

Select one of the following remarks and write an essay in response.

- “Everyone is talking at present about ‘public management as the production of public value’ but the meaning of the term is very vague, it could mean many different things and it doesn’t have much application in the NZ context”.
- “‘Managing for outcomes’ is just a fashion. You’re never going to get ministers or agencies taking the idea – much less the practice – seriously. Besides, it’s far too hard”.
- “The output-based reform package applied in NZ from the late 1980s should never have been diluted. The most recent changes have lost the hard edge of accountability that became a feature of the NZ approach”.

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 or a conference paper or a paper submitted to *Public Sector* for publication).

Due Date: Monday 12 March 2007

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 coordinator.

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 Coordinator, no later than 5.00pm Monday 23 April 2007

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 5 June 2007

Length: 2000 words

Assessment value: 40% of final mark

Please post / 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.

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 Coordinator 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 may be deducted where assignments are submitted after the due date. 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 or from attending class to make a presentation, you can apply for and may be granted an extension to the due date. Note that this applies only to extreme unforeseen circumstances and is not necessarily awarded. You should let your Course Coordinator know as soon as possible in advance of the deadline if you are seeking an extension.

Mandatory Course Requirements

To fulfil the mandatory course requirements for this course, you are required to:

1. Submit all assignments by the due date, unless you have been granted an extension;
2. Attend all contact sessions of the course. If you are unable to attend a session, you must inform the Course Coordinator as soon as possible and you may be required to submit a further item of assessment.

Communication of Additional Information

Additional information may be provided in class, by post, by email or via Blackboard.

Faculty of Commerce and Administration Offices

Railway West Wing (RWW) - FCA Student and Academic Services Office

The Faculty's Student and Academic Services 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 Student and Academic Services Office on (04) 463 5376.

Easterfield (EA) - FCA/Education/Law Kelburn Office

The Kelburn Campus Office for the Faculties of Commerce and Administration, Education 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 is available for the following:

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

To check for opening hours, call the Student and Academic Services Office on (04) 463 5376.

General University Policies and Statutes

Students should familiarise themselves with the University's policies and statutes, particularly the Assessment Statute, the Personal Courses of Study Statute, the Statute on Student Conduct and any statutes relating to the particular qualifications being studied. See the Victoria University Calendar available in hard copy or under 'About Victoria' on the VUW home page at www.vuw.ac.nz.

Student 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 are to be taken if there is a complaint. For information about complaint procedures under the Statute on Student Conduct, contact the Facilitator and Disputes Advisor or refer to the statute on the VUW policy 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; class representatives may be able to help you in this. If you are not satisfied with the result of that meeting, see the Head of School or the relevant Associate Dean. VUWSA Education Coordinators are available to assist in 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. The University defines plagiarism as follows:

The presentation of the work of another person or other persons as if it were one's own, whether intended or not. This includes published or unpublished work, material on the Internet and the work of other student or staff.

It is still plagiarism even if you re-structure the material or present it in your own style or words.

Note: It is however, perfectly acceptable to include the work of others as long as that is acknowledged by appropriate referencing.

Plagiarism is prohibited at Victoria and is not worth the risk. Any enrolled student found guilty of plagiarism will be subject to disciplinary procedures under the Statute on Student Conduct and may be penalised severely. Consequences of being found guilty of plagiarism can include:

- An oral or written warning
- Cancellation of your mark for an assessment or a fail grade for the course
- Suspension from the course or the University.

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

Notice of Turnitin Use

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine Turnitin (www.turnitin.com). Turnitin is an on-line plagiarism prevention tool which identifies material that may have been copied from other sources including the Internet, books, journals, periodicals or the work of other students. Turnitin is used to assist academic staff in detecting misreferencing, misquotation, and the inclusion of unattributed material, which may be forms of cheating or plagiarism. At the discretion of the Head of School, handwritten work may be copy typed by the School and subject to checking by Turnitin. You are strongly advised to check with your tutor or the Course Coordinator if you are uncertain about how to use and cite material from other sources. Turnitin will retain a copy of submitted materials on behalf of the University for detection of future plagiarism, but access to the full text of submissions will not be made available to any other party.

Students with Impairments

The University has a policy of reasonable accommodation of the needs of students with disabilities. The policy aims to give students with disabilities the same opportunity as 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, 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 (DSS) to discuss your individual needs and the available options and support on a confidential basis. DSS are located on Level 1, Robert Stout Building (telephone (04) 463 6070, email disability@vuw.ac.nz). The name of your School's Disability Liaison Person is in the relevant prospectus or can be obtained from the School Office or DSS.

Student Support

Staff at Victoria want students to have positive learning experiences at the University. Each Faculty has a designated staff member who can either help you directly if your academic progress is causing you concern, or quickly put you in contact with someone who can.

Assistance for specific groups is also available from the Kaiwawao Māori, Manaaki Pihipihinga or Victoria International.

In addition, the Student Services Group (email student-services@vuw.ac.nz) is available to provide a variety of support and services. Find out more at www.vuw.ac.nz/st_services/.

VUWSA employs 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 (telephone (04) 463 6983 or (04) 463 6984, email education@vuwsa.org.nz) is located on the ground floor, Student Union Building.

Manaaki Pihipihinga Programme

Manaaki Pihipihinga is an academic mentoring programme for undergraduate Māori and Pacific students in the Faculties of Commerce and Administration, and Humanities and Social Sciences. Sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade (back courtyard), Room 109D, and Room 210, Level 2, Railway West Wing. There is also a Pacific Support Coordinator who assists Pacific students by linking them to the services and support they need while studying at Victoria. Another feature of the programme is a support network for Postgraduate students with links to Postgraduate workshops and activities around Campus.

For further information, or to register with the programme, email manaaki-pihipihinga-programme@vuw.ac.nz or telephone (04) 463 5233 extension 8977. To contact the Pacific Support Coordinator, email pacific-support-coord@vuw.ac.nz or telephone (04) 463 5842.