

School of Government

MMPM 501
PUBLIC MANAGEMENT
(15 Points)

Trimester One 2008

COURSE OUTLINE

Contact Details

Course Coordinator: **Associate Professor Bill Ryan**
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Telephone: (04) 463 5848
Email: bill.ryan@vuw.ac.nz

Administrator: **Darren Morgan**
Room RH 821, Level 8, Rutherford House, Pipitea Campus
Telephone: (04) 463 5458
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Email: darren.morgan@vuw.ac.nz

Module Dates, Times and Locations

Module One: Tuesday 19 February 2008 8.30am – 6.00pm

Module Two: Tuesday 15 April 2008 8.30am – 6.00pm

Module Three: Tuesday 3 June 2008 8.30am – 6.00pm

Locations: Classes will 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.
- Module 2 focuses on particular areas of current interest. Again, background reading BEFORE the module is important but the module contents will focus on issues arising from those topics, 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.

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.

Note that additional required materials will be posted to Blackboard at various points throughout the trimester. You must get into the habit of checking the site regularly.

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 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)

The 2002-4 changes to the governing legislation in NZ

- The State Sector Act, the Public Finance Act, the Crown Entities Act
- The Local Government Act and relations between central and local government

The Treaty, Maori and 'governing' in NZ

- Treaty principles
- Tino rangitiratanga – where is it evident?
- 'By Māori, for Māori'
- On being a Māori public servant

Public management and the creation of 'public value'

- The notion of public value, its origins and (apparent?) utility
- A revolution in thinking?
- But who decides? Who determines that 'value' and how?

Governing and managing: Synonyms?

- Managing is really governing: the arguments for and against
- Reconnection? Rediscovery?

Required readings for Module 1

NOTES

- *The following readings are provided as hard copy in the Course Reader – many are also provided electronically on the Blackboard site. Some of these come from NZ central agency websites. You are expected to become familiar with these websites and the range of materials that can be accessed and downloaded; take time to explore them.*
- *Additional required reading will be set for these topics that can be downloaded from or linked to from Blackboard. As this material will be added progressively throughout the course, it is important that you regularly check the site.*

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.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.

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

Additional readings for Module 1

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.

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’
- Māori understandings of leadership
- 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?
- Strategic human resource development?

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

NOTES

- *The following readings are provided as hard copy in the Course Reader – many are also provided electronically on the Blackboard site. Some of these come from NZ central agency websites. You are expected to become familiar with these websites and the range of materials that can be accessed and downloaded; take time to explore them.*
- *Additional required reading will be set for these topics that can be downloaded from or linked to from Blackboard. As this material will be added progressively throughout the course, it is important that you regularly check the site.*

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 for Module 2

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.

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.

Assessment Requirements

Note: if you would like to adapt any of the specific tasks or topics set for assessment to meet your particular professional development needs, feel free to discuss with the course convenor. International students are well advised to do so (this can also be discussed during the weekly support sessions organised for internationals).

1. Conceptual Argument (essay)

Select one of the following remarks and write an essay in response (i.e. critically examine the arguments for and against such a proposition).

- i. “There’s much discussion 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, anyway, whose definition of ‘value’ is to apply?”
- ii. “‘Managing for outcomes’ is just a fashion. You’re never going to get ministers or agencies in New Zealand accepting the idea that they can be held accountable for outcomes. Besides, what’s the point of it?”
- iii. “The Treaty principles are just tokens, mandatory gestures towards what should be regarded as a constitutional document. There are hardly any signs of tino rangatiratanga in Aotearoa’s political system”.
- iv. [A statement that you have agreed with the course convenor]

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 17 March 2008

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 21 April 2008

Length: 1000 words

Assessment value: 20% of final mark

NOTE: it is likely that the 'wiki' function inside Blackboard will be utilised as part of this exercise. This will be discussed further during the trimester. Depending on the outcomes of those discussions, it is possible that you may be required to provide input into the wiki.

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: accordingly, 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 coordinator to organise an alternative approach to assessment.*

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 3 June 2008

Length: 2000 words

Assessment value: 40% of final mark

Please submit assignments 1 and 3 IN HARD COPY to:

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

Please submit assignment 2 by email to the course coordinator at bill.ryan@vuw.ac.nz

Students should keep a copy of all submitted work.

Penalties

The ability to plan for and meet deadlines is a core competency of both advanced study and 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;
2. Attend all contact sessions of the course.

Communication of Additional Information

Additional information may be provided in class, by post, by email or via Blackboard. Blackboard will be the primary means, especially for provision of learning materials, so you should get into the habit of checking regularly.

Withdrawal Dates

Students giving notice of withdrawal from this course after **Monday 3 March 2008** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Friday 30 May 2008** are regarded as having failed the course, unless the Associate Dean subsequently gives approval to withdraw.

Notice of withdrawal must be in writing / emailed to the Masters Administrator. Ceasing to attend or verbally advising a member of staff will NOT be accepted as a notice of withdrawal.

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 on the ground floor (EA 005). This counter is the first point of contact for:

- 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.

Notice of Turnitin Use

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine 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 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.

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 or go to www.victoria.ac.nz/home/about/policy/students.aspx

For information on the following topics, go to the Faculty's website www.victoria.ac.nz/fca, under Important Information for Students:

- Academic Grievances
- Student and Staff Conduct
- Meeting the Needs of Students with Impairments
- Student Support

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 students 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 penalized 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: www.victoria.ac.nz/home/studying/plagiarism.html

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 6015. To contact the Pacific Support Coordinator, email pacific-support-coord@vuw.ac.nz or telephone (04) 463 5842.