

School of Government

MMPM 521 / MAPP 530
COMPARATIVE PUBLIC MANAGEMENT
(15 Points)

Trimester 1 / 2009

COURSE OUTLINE

Names and Contact Details

Course Coordinator: **Associate Professor Bill Ryan**
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School of Government Office Hours: 8.30am to 5.00pm, Monday to Friday

Trimester Dates

Monday 2 March to Wednesday 1 July 2009

Class Times and Room Numbers

Times: Every Wednesday, from 2.30pm to 4.20pm

Dates: Starting 4 March (the first class) to 8 April 2009
Mid-trimester break: 15 and 22 April 2009 = No classes
Resuming 29 April to 3 June 2009 (the final class)

Location: Room RWW 315, Level 3, Railway West Wing, Pipitea Campus

Important note

Most weeks, the first hour will be devoted to discussing matters of interest occurring in New Zealand, led by Rob Laking. Attendance for the full two hours is compulsory.

Withdrawal Dates

Students giving notice of withdrawal from this course after **Friday 13 March 2009** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Friday 15 May 2009** 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.

Course Content

The references below identified as required reading are all in the Course Reader. Some additional references may be provided via Blackboard and others via government websites. At the end of the outline is an extensive bibliography of other readings that are available in the library, some in 'closed reserve' (e.g. Hughes, Pollitt and Bouckaert). You will probably also need to download and read additional material from your own jurisdiction.

Each 'group of sessions' will probably take 3-4 weeks to cover.

First group of sessions – public management and the public organisation

These sessions focus on understandings of what makes up 'public management' and systems of governing. They include ideas about ways of 'organising' governing.

Topic 1: The study and nature of public management

- Comparative public management: what should we be comparing and why? Cross-temporal and cross-national comparisons. Things to look at: the public management "system" itself (institutions, constitutions, rules, authority and resources, incentives and behaviour); the relationship between politics and public management; relationships between government, markets and civil society.

- How to argue about public management: appeals to values, doctrines and evidence. The role of case studies.

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).

Topic 2: The public organisation and the public sector

- 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: Rainey (1997), pp 22-53; Gruening (2001).
- Approaches to analysis of public organisations in their environment. How are public organisations held accountable? What is the role of the public and private organisations in public production? Strategy and strategic management in public organisations.
 - Reading: as above; Johnson and Scholes (1997), pp 137-181; Savas (2000), Chapter 4 (an additional paper Laking 2000 may also be made available)

Second groups of sessions – 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 will be expected to talk about your own countries as alternative examples. The approach in class will follow the general one taken by Pollitt and Bouckaert.

The discussion will cover matters such as:

- describing the political and administrative systems in each country;
- the role of the public sector and the distribution of public functions between levels of government; and
- analysing and comparing main features in organisational form and governance; management of performance and resources; and civil services and public employment.

Topic 3: An approach to comparative analysis

- Identifying basic features of political and administrative systems and roles of the state.
 - *Readings:* Jackson (2003); Pollitt and Bouckaert (2000), Chapter 3 (is also worth checking other chapters – the book is available in the library);
 - *Country data:* (Pollitt and Bouckaert (2000) have a useful summary in the last section of their book). Otherwise, go to the OECD Public Governance and Management section:
www.oecd.org/topic/0,3373,en_2649_37405_1_1_1_1_37405,00.html

and the Country appendices:

www.oecd.org/infobycountry/0,3380,en_2649_37405_1_1_1_1_37405,00.html

- *Individual country references in the reader:* Germany: König (1983); Sweden: Schwartz (1994).

Topic 4: 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. (Other material from Laking (2005) and Gill (2002) may also be made available.)
- *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), Chapters 8 and 9.
- *Civil services and public employment:* What are the special characteristics of employment in the public sector?
 - Reading: Hughes (2003), Chapter 8.

Third group of sessions – Issues and priorities in reform

Topic 5: Models of reform and reform agendas

- *Reform processes:* What are the main factors driving reform processes in the public sector?
 - Reading: Toonen (2003). (Pollitt and Bouckaert (2000) also have good chapters on this, especially Ch 2)
- *Overviews of trends and differences in reforms:* How have reform agendas played out in OECD countries? What issues do they raise?
 - Reading; Löffler (2003); Matheson and Kwon (2003). (Again, Pollitt and Bouckaert (2000), Chapter 4 is also useful)

Topic 6: Case studies

- Discussions of various case studies of reform. Some NZ examples will be provided closer to the time. You will also be expected to contribute with a case study of your own (probably connected to your final assignment).

Topic 7: Future issues for public managers.

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

Course Learning 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 prescribed course content focuses on public management in OECD countries but a large part of the class contact will revolve around candidates analysing and discussing the situation, developments and cases in their own jurisdictions. It is important to note that the second-trimester course in Development Policy and Management taken by Rob Laking will concentrate specifically on public management in developing countries.

Learning objectives

At the end of this course, you should be competent in:

- Forming your own views about what constitutes good public management;
- Able to advise on the development or improvement of public management systems;
- Able to design and argue the case for a public management reform programme.

Approach

It is very important that you engage in constant discussion with the lecturer and your colleagues – in fact, many of the sessions will be nothing but open discussion and debate. Some of you will have been educated in systems that frown upon interrupting, arguing or discussing with the lecturer (regarded as discourteous). That is not the case at all in countries like New Zealand and Australia; we encourage you to speak out as an essential part of your learning and refining your own views, and if you have to interrupt the lecturer to do so, even better.

Expected Workload

The learning objectives set for each course are demanding. 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 class. Regular learning is necessary between classes (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.

Group Work

There is no assessed group work in this course, but you will get more out of the course and contribute to the learning of others (including the course coordinator) if you contribute freely to discussions in the classroom and on Blackboard.

Readings

There are several general texts in the field. All of them are on 3-day reserve in the Commerce Library. Hughes (2003) is recommended as a good introduction to public management¹. On comparative analysis of public management, look at Pollitt and Bouckaert (2000). Both are available on reserve in the library.

Other general surveys of the field (included in the further reading list at the end of this outline) 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 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;
- Ferlie et al. (2005) is a collection of articles on most aspects of public management covering basic frameworks, historical development of the subject, the perspectives of different disciplines, current themes and functional areas; and tackles many topics from a comparison of practice in different countries;
- Pierre and Peters (2003) 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.

Materials and Equipment

Internet access

- To participate in this course, you have to be able to:
 - Write and submit essays electronically and be able to read my feedback and assessment also in electronic form;
 - Send and receive messages and attachments by e-mail;
 - Access the course website on Blackboard, the University's Web-based educational software, and be able to use its basic functions.

¹ For this and other texts, there may be later editions.

- **Email:** If necessary, for matters relating just to you (or replying to your emails), I will correspond with you using your preferred email address. Emails for everyone, however, will be sent from Blackboard and will only go to your student account email address. Therefore, you should either check this address regularly for new mail, or arrange for all mail sent to that address to be forwarded to your preferred email address.

Assessment Requirements

There are four elements of assessment on this course:

- Blackboard contributions: compulsory but not assessed
- First essay (compulsory and assessed – see below)
- Second essay (compulsory and assessed – see below)
- Participation (discussion, Blackboard participation)

Blackboard contributions

Periodically, one or more questions will be posted by me on Blackboard. Each candidate is required to contribute to the discussion as specified. These are compulsory but not assessed.

Details will be discussed in weekly classes.

Essays

General requirements

- You need to complete two essays during the course. You should select one topic from each of the groups in the topic list below. The target length of each essay is 1,500 words. Please submit both essay assignments as an email attachment to bill.ryan@vuw.ac.nz. Please keep a copy of all submitted work.
- Plagiarism is academic misconduct and you need to be familiar with the University procedures when plagiarism is suspected. I will use Turnitin to check submitted assignments and will follow University procedures in case of suspected misconduct.

A special note regarding ‘plagiarism’ in essays

Despite what you may have been allowed to do at your previous university, at Australasian universities:

- You **MUST** write in your own words. You may **NOT** copy the words from another document (an academic reference, government document or whatever) – especially not without attribution (you may be failed if you do).
- You **MAY** reproduce short phrases or sentences from another work but only if you cite the reference correctly (including the page numbers – and indent quotes >20 words or place inverted commas around <20 words).
- You will **OFTEN** summarise or draw upon the work of others (their conclusions, evidence, proposals). You must cite your sources and do so correctly.

See also below regarding ‘Turnitin’ and ‘plagiarism’

- There is plenty of advice about how to avoid plagiarism. It should not be a problem if you follow the general rules about using other people's words or ideas.
- Always keep careful records of your sources when taking notes on your readings and particularly when copying chunks of text from the Internet or elsewhere.
- If you are using other people's words, you must put them in quotation marks, followed by an inline reference. Example: "There are no penguins in Lapland" (Jefferson (1929)).
- If you are using their ideas, rephrased into your own words, you must still give credit, in the form of an inline reference to the original source. Example: Some writers have observed an absence of flightless cold-climate avians in Lapland (Jefferson (1929), Lennon (1966)).

First essay

Due date: Wednesday 1 April 2009, 2,000 words, 40% of marks

Choose **one** of the following topics:

- 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?
- 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?
- 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. Use a specific example to discuss the different contributions to "co-producing" a better outcome. In your example, what are the roles of public organisations in making contributions directly or facilitating the contributions of others?

Second essay

Due date: Wednesday 3 June 2009, 2,500 words, 50% of marks

Choose **one** of the following topics:

- 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 centrally-directed public organisations? How would the alternative modes of provision be organised? What are the advantages and problems with these alternatives?
- Describe a significant innovation in the processes of a specific 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?

- In a country of your choice, if you were reporting to political decision-makers on desirable reforms to public management (either general systems or a specific organisation), what would you advocate and why? What would you advise the decision-makers on the implementation of the changes?

Assessment feedback

You will be provided with a template of a 'marking sheet' which demonstrates the technical qualities required of an academic essay (i.e. high-quality 'analysis'). This will be filled in by the marker. Treat this feedback as part of your learning process. And remember – especially if your assignment has failings – you're always given the opportunity to discuss the report and the grade with the marker (again, it's a good part of the learning).

Participation

10% of marks will be awarded for the general level and quality of participation in weekly sessions, discussion and Blackboard discussions. The emphasis will be on the quality of participation, not the quantity. Candidates will be expected to demonstrate a growing knowledge of the course materials, readings and awareness of the context and specifics of public management.

Students should keep a copy of all submitted work.

Penalties

You are expected to attend all the weekly sessions. Presentations and discussions in class are an important part of the learning for the course. There are no formal penalties for failure to attend class, but your attendance record will be considered when assessing an overall course grade.

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 assignments will be completed and submitted by the due date. Marks will be deducted at the rate of five percent of the total mark for each working day the assignment is submitted after the due date, and the assignment will not be accepted after five working days.

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 me 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 dates;
2. Attend all classes/contact sessions of the course.

Communication of Additional Information

I will post any additional information or information on changes as an announcement on Blackboard and generally send you an email as well. But do check Blackboard regularly.

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.

Use of Turnitin

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 online 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 mis-referencing, 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.

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: including the work of others will not be considered plagiarism as long as the work is acknowledged by appropriate referencing.

Plagiarism is prohibited at Victoria University 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.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 University. 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.

Further Reading List

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