TE WHARE WĀNANGA O TE ŪPOKO O TE IKA A MĀUI

VICTORIA
UNIVERSITY OF WELLINGTON

School of Government

MMPM 532
IMPLEMENTATION AND SERVICE DELIVERY
(15 Points)

Trimester 1 / 2009

COURSE OUTLINE

Names and Contact Details

Course Coordinator:	**Associate Professor Bill Ryan**
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Administrator:	**Darren Morgan**
	Room RH 821, Level 8, Rutherford House, Pipitea Campus
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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

Module One:	Friday 27 February 2009	8.30am – 6.00pm
Module Two:	Friday 24 April 2009	8.30am – 6.00pm
Module Three:	Friday 12 June 2009	8.30am – 6.00pm

Locations: Classes will be held on the Pipitea Campus of Victoria University in Wellington and you will be advised of your classroom one week prior to each module by email.

Withdrawal Dates

Students giving notice of withdrawal from this course after **Monday 9 March 2009** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Monday 1 June 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

Module 1 Topics
- Implementation research. Implementation failure as the primary cause of policy failure? The necessary connection of policy development and implementation and the complimentary roles of 'analyst' and 'manager'.
- The conditions of implementation. Implementation and street-level bureaucrats; access, voice, consumers/clients and citizens; polycentric polities; policy networks and communities; participation and partnership; collective policy and management learning. Implementation, management, effectiveness and utilization.
- Developments in public management: outsourcing service provision; coordination in policy development and implementation; joining-up implementation and service delivery; coordination across agencies, sectors and levels of government; devolution and localism; outcomes, effectiveness and appropriateness.
- Developments in New Zealand 2001-3, especially those flowing out of the Review of the Centre and the introduction in 2002 of Managing for Outcomes.
- The constitution of 'service delivery'; commercialism and consumerism. The characteristics of 'services'. Client focus and cultural change. 'Public sector marketing'.
- Models of service delivery, planning and monitoring delivery effectiveness, the delivery mix (presentation, pricing, communication, distribution). 'Total quality service'; charters, service standards, one-stop-shops; 'joining-up' delivery, service coordination; service delivery in regulation, compliance and facilitation settings
- Service delivery and the role and value of 'contracting out'. The management of outsourced provision, contract management.

Module 1 Required Readings
Parsons W. (1995) Public Policy, Aldershot, Edward Elgar, 'Delivery Analysis: The analysis of implementation…' pp. 457-542
Barrett, S. (2004) 'Implementation Studies: Time for a Revival? Personal Reflections on 20 Years of Implementation Studies', Public Administration 82 (2), pp. 249-262.
Matland R. (1995) 'Synthesizing the Implementation Literature: The Ambiguity-Conflict Model of Policy Implementation', Journal of Public Administration Research and Theory: J-PART, Vol. 5, No. 2 (April), pp. 145-174.
Pressman J. and Wildavsky A. (1984) Implementation: How great Expectations in Washington are Dashed in Oakland; Or Why it's amazing that federal programmes work at all this being a saga of the Economic Development Administration as told by

two sympathetic observers who seek to build morals on a foundation of ruined hopes, 3rd edition, Berkley, University of California Press, Preface to the 3rd Edition 'Implementation and Evaluation as Learning', and Preface to the 1st Edition.

Elmore R. (1979-80) 'Backward Mapping: Implementation Research and Policy Decisions', Political Science Quarterly, Vol. 94, No. 4, Winter, pp. 601-616.

Sabatier P. (1993) 'Top-down and bottom-up approaches to implementation research', in Hill M. (ed.) The Policy Process: A Reader, London, Harvester Wheatsheaf.

Howlett M. and Ramesh M. (1995) Studying Public Policy: Policy Cycles and Policy Sub-systems, Oxford, Oxford University Press, Chapter 8 'Policy Implementation – Policy Design and the Choice of Policy Instrument'.

O'Toole L. (1997) 'Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration', Public Administration Review, Vol. 57, 1997.

Schneider A. and Ingram H. (199)0) 'Behavioral Assumptions of Policy Tools', Journal of Politics, Vol. 52, No. 2 (May), pp. 510-529

State Services Commission (2002-3) Review of the Centre – One Year On @ February 2003

Performance and Innovation Unit (2001) Better Policy Delivery and Design: A Discussion Paper, London.

UK Treasury (2001) Customer-focused Government, London.

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

Controller and Auditor General (1999) Towards Service Excellence: The Responsiveness of Government Agencies to their Clients, OAG, Wellington.

Further Reading
Hill M. (ed.) (1993) The Policy Process: A Reader, London, Harvester Wheatsheaf.

Howlett M. and Ramesh M. (1995) Studying Public Policy: Policy Cycles and Policy Sub-systems, Oxford, Oxford University Press.

Bardach E. (1998) Getting Agencies to Work Together, Washington, Brookings Institution Press.

Shaw R. and Eichbaum C. (2005) Public Policy in New Zealand: Institutions, processes and outcomes, Auckland, Pearson Education.

Davis G. et al. (1993) Public Policy in Australia, 2nd ed., Sydney, Allen and Unwin.

Bridgeman P. and Davis G. (1998) Australian Policy Handbook, Sydney, Allen and Unwin.

Module 2 Topics
NOTE
- ***Other required reading and learning material will also be posted on Blackboard. Since this material will be added progressively throughout the trimester, you should get into the habit of checking the site regularly.***

- The management of implementation in complex, multi-layered, polycentric policy and programme settings, including managing across agencies, sectors and levels of government (and the funder/purchaser/provider split), 'public entrepreneurship', learning to learn, learning by doing and learning to rely on emergence. Case studies and discussions of the management of implementation and service delivery.
- Case studies in implementation: 'Joined Up Government' project: 'public entrepreneurship, collaboration, innovation and effectiveness (at achieving outcomes for clients)'

- A case study in complex implementation: MED (2005) The Growth and Innovation Framework Sector Taskforces: Progress with Implementation
- Implementation and delivery in and through local government. Case studies, guest presenters and discussion.
- Implementation and delivery for and with Maori (and other specific communities): obligations arising from the Treaty and motives arising out of MFO. Including discussion of Pauo-te-ata-tu (Daybreak)
- Implementation and service delivery: client perspectives, provider perspectives.

Briefing on the case study required for the major item of assessment
- Briefing on a small 'mystery shopper' exercise you are to conduct before Module 3 (this is an unassessed and easy activity you are required to undertake in the period between Modules 2 and 3).

Module 2 Required Readings

Gray A. (2002) Integrated Service Delivery and Regional Co-ordination: A Literature Review, Prepared as part of the Review of the Centre Regional Co-ordination Workstream, October.

Ministry of Social Development (2003) Mosaics (Whakaahua Papariki): Key Findings and Good Practice Guide for Regional Co-ordination and Integrated Service Delivery, Wellington

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

Cribb J. (2006) 'Agents or Stewards? Contracting with Voluntary Organisations', Policy Quarterly, Vol 2 No 2, pp. 11-17.

Amerhst Group/Treasury (2003) Getting Results: Case Studies in Innovation, Wellington

Ministry for Economic Development (2005) The Growth and Innovation Framework Sector Taskforces: Progress with Implementation, Wellington.

Deputy Minister Task Force (1996) Discussion Paper on Service Delivery Models, Ottawa.

The Report of the Ministerial Advisory Committee on a Maori Perspective for the Department of Social Welfare (1988, reprinted 2001), Puao-te-ata-tu, Wellington. Department of Social Welfare.

Module 3 Topics
- Case study presentations (morning)
- Findings from your 'mystery shopper' exercise (to be conducted prior to module according to the supplied brief, findings and conclusions to be discussed in groups)

And a final round of issues for the future. Three questions for discussion:
- What is the significance of implementation and delivery in relation to 'managing for outcomes'?
- Revisiting the separation of policy/delivery: must we restructure or are communication and new work practices in networks the key?
- Thinking forward: how far do we yet have to go in improving implementation and delivery?

Module 3 Required Readings
As for Modules 1 and 2.

Course Learning Objectives

By the completion of this course, candidates will:

- Understand the significance of implementation and service delivery to effective public management and the achievement of government goals and objectives
- Understand some of the main principles and methods being adopted in the liberal democracies to improve implementation and service delivery
- Understand current developments in New Zealand public management in relation to implementation and service delivery, especially those flowing out of 'Managing for Outcomes' and 'Review of the Centre'.

Expected Workload

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.

Group Work

No additional group work is scheduled for this course.

Readings

All the required reading for this course is provided in the reader. Additional materials will be added to Blackboard during the course.

Materials and Equipment

There are no additional materials or equipment required for this course.

Assessment Requirements

1. Essay

Write an essay on one of the following topics *(international students should discuss their topic choice with the course convenor who will modify the question appropriately)*:

a. Barrett (2004) wonders whether it isn't time for a 'revival' of implementation studies. Ryan (2003) says much the same. What is the basis of these types of arguments? Are they relevant in the New Zealand context? Illustrate your argument with examples.

OR

b. It can be argued (e.g. Ryan 2003) that implementation and service delivery are critical to effectiveness, so 'managing for outcomes' demands that agencies pay considerable attention to them. Is this a valid and logical prescription? If so, is it occurring in NZ? If not, what needs to be done? Why? Illustrate your argument with examples.

OR

c. What is meant by the notion of 'client focus' in implementation and service delivery? Is the demand for a thorough-going client focus (and local responses to local problems) in conflict with Westminster expectations regarding the obligations of officials to ministers? If so, how is that tension to be resolved? Illustrate your arguments with examples.

Due date: Monday 6 April 2009
Length: 2,500 words
Assessment value: 40% of final mark

2. **Case Study**

Candidates are to choose one of the two following options.

a. The 'written report + class presentation' option

Report
Conduct a critical analysis of implementation and/or service delivery in a selected organisation (e.g. the one you work for). In what ways could practice be improved?

Due date: Friday 12 June 2009
Length: 2,000 words
Assessment value: 50% of final mark

Class Presentation
Do a 10 minute (maximum) presentation to the class of selected key points arising out of your case study. You will give this presentation during Module 3.

Due date: Friday 12 June 2009
Duration: 10 minutes maximum
Assessment value: 10% of final mark

OR

b. *The 'longer written report - no presentation' option*

<u>Report</u>
The brief for your case study is the same as above but your written report is to be proportionally longer. You are not required to do a class presentation.

Due date: Friday 12 June 2009
Length: 3,000 words
Assessment value: 60% of final mark

Please submit ALL assignments IN HARD COPY to:

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

Assignments that are submitted in person should be placed in the secure box at School of Government reception (Level 8, Rutherford House) during office hours of 8.30am to 5.00pm, Monday to Friday. The assignment box is cleared daily, and assignments will be date stamped.

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

Communication of Additional Information

Additional information will be provided via Blackboard. It is important that you periodically check the 'Announcements' section.

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 Fac uties 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.