

School of Government

MMPM 522 / MAPP 529
STRATEGIC MANAGEMENT IN THE PUBLIC SECTOR
(15 Points)

Trimester 2 / 2009

COURSE OUTLINE

Names and Contact Details

Course Coordinator: **Professor Claudia Scott**
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Office Hours: 8.30am to 5.00pm, Monday to Friday

Trimester Dates

Trimester Dates: Monday 13 July to Saturday 14 November 2009

Teaching Period: Monday 6 July to Saturday 24 October 2009

Class Times and Room Numbers

Module One:	Friday 10 July 2009	8.30am – 6.00pm
Module Two:	Friday 4 September 2009	8.30am – 6.00pm
Module Three:	Friday 23 October 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 20 July 2009** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Monday 12 October 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 course draws on literature discussing strategic management in the public sector, guidance documents currently in use in New Zealand and on candidates' experiences and critical reflections on current practice. The course contents will be organized as follows:

Module 1	Readings
Classic models – their assumptions challenged	<p>Bloodworth G. (2001) 'Review essay: From strategic planning to strategic management: A manifesto', <i>Canadian Public Administration</i>, Vol 44, No 3, Fall, pp. 346-54.</p> <p>Bryson J. (1988) 'An Effective Strategic Planning Approach for Public and Nonprofit Organizations', from <i>Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement</i>, Jossey-Bass, New York.</p> <p>Nutt P and Backoff R. (1987) 'A Strategic Management Process for Public and Third-Sector Organizations', <i>Journal of the American Planning Association</i>, Vol 53, No 1, pp. 44-57.</p> <p>Nutt P and Backoff R. (1993) 'Transforming Public Organizations with Strategic Management and Strategic Leadership', <i>Journal of Management</i>, Vol. 19, No. 2, pp. 299-347</p> <p>Rittel H. and Webber M. (1973) 'Dilemmas in a General Theory of Planning', <i>Policy Sciences</i> Vol 4, pp. 155-169</p> <p>Mintzberg H. (1994) <i>The Rise and Fall of Strategic Planning</i>, Prentice Hall, Hemel Hempstead, Ch 5, 'Fundamental Fallacies of Strategic Planning'.</p> <p>J. Bryson, (2004) Strategic Management and Planning, in Peters, G. and J. Pierre (2003) <i>Handbook of Public Administration</i>, London: Sage, pp. 38-47.</p>

<p>Strategy in the public sector: contemporary views</p>	<p>Alford J. (2001) ‘The implications of ‘publicness’ for strategic management theory’, in G. Johnson and K. Scholes (eds) <i>Exploring Public Sector Strategy</i>, Pearson Education, Harlow.</p> <p>Collier N., Fishwick F. and Johnson G. (2001) ‘The process of strategy development in the public sector’, in G. Johnson and K. Scholes (eds) <i>Exploring Public Sector Strategy</i>, Pearson Education, Harlow.</p> <p>Moore M. (2000) ‘Managing for Value: Organizational Strategy in For-Profit, Nonprofit, and Governmental Organizations’, <i>Nonprofit and Voluntary Sector Quarterly</i>, vol. 29, no. 1, Supplement 2000 183-204 (other readings regarding public value are set in Module 2)</p> <p>(UK) Strategy (2004 onwards) Unit <i>Strategy Survival Guide</i>. Web version at http://www.cabinetoffice.gov.uk/strategy/survivalguide.aspx. Hard copy versions (the ‘Summary’ is required reading) can be downloaded from http://interactive.cabinetoffice.gov.uk/strategy/survivalguide/site/download/index.htm The full version is strongly recommended.</p>
<p>The NZ context: From SRA / KRA to Pathfinder</p>	<p>Boston J. and Pallot J. (1997) ‘Linking Strategy and Performance: Developments in the New Zealand Public Sector’, <i>Journal of Policy Analysis and Management</i>, Vol. 16, No. 3, Special Issue: The New Public Management in New Zealand and beyond, (Summer), pp. 382-404</p> <p>The <i>Pathfinder</i> documents can be downloaded from http://io.ssc.govt.nz/pathfinder/. The following ‘Building Blocks’ are worth reading but the final two ‘papers’ are required reading:</p> <ul style="list-style-type: none"> Building Block 1: Identifying Outcomes Building Block 2: Outcome Indicators Building Block 3: Intervention Logic Building Block 4: Assessing Impact Learning Paper: Managing for Outcomes in Complex Policy Environments Supporting Paper: Strategic Planning
<p>The current state of play: RoADs and its effects</p>	<p>Key documents regarding ‘managing for outcomes’ and ‘managing for shared outcomes’ can be downloaded from http://www.ssc.govt.nz/display/document.asp?navid=339#P68_1247</p> <p>The following document listed on that page is required reading: http://www.ssc.govt.nz/display/document.asp?DocID=3530 (2003)</p> <p>Ryan B. (2004) <i>Learning MFO</i>, IPAA, Brisbane</p> <p>The current post-RoADs approach to key documents can be accessed from the SSC website at http://www.ssc.govt.nz/display/document.asp?navid=339#P68_1247 (the Treasury equivalent is http://www.treasury.govt.nz/publications/guidance/accountability/).</p> <p>The following documents as listed on the SSC website are required reading:</p> <p>Statements of Intent</p> <ul style="list-style-type: none"> http://www.treasury.govt.nz/publications/guidance/accountability/soi/process (2008) (Treasury website) http://www.treasury.govt.nz/publications/guidance/accountability/soi/technical (2008) (Treasury website) http://www.ssc.govt.nz/display/document.asp?DocID=5780 (2007) http://www.ssc.govt.nz/display/document.asp?DocID=7073 (2008) <p>See also: http://www.oag.govt.nz/2008/performance-reporting (2008) (OAG website)</p>

Module 2	Readings
Public value and strategic management	<p>Mager, M.(2007) <i>Public Value and Leadership: exploring the implications</i>, Centre for Excellence in Leadership</p> <p>Kelly, G., Mulgan, G. and Muers, S. (2002) <i>Creating Public Value: an analytical framework for public service reform</i>, Strategy Unit, UK Cabinet Office.</p> <p>M. Moore (2007) 'Recognising Public Value: The Challenge of Measuring Performance in Government' in: <i>A Passion for Policy</i> ed. J. Wanna. ANZSOG Monograph Services: ANU E Press, pp. 91-116.</p>
Strategic Planning and Management in Local Government: In Theory and Practice	<p>Worrall L., Collinge, C. and T. Bill (1998) <i>Managing Strategy in Local Government</i>, <i>International Journal of Public Management</i>, No. 6, pp. 472-93</p> <p>Eden, E. and Ackermann, F. (1998). 'Strategy as Journey' in <i>Making Strategy. The Journey of Strategic Management</i>. Sage Publications, London, pp. 20-44</p> <p>Beath, L. (2006) <i>Strategy and Strategic Decisionmaking</i>, Local Futures, Working Paper</p>
Community Strategic Planning and Management under the Local Government Act 2002	<p>Local Futures Research Project, <i>Local Government Strategy and Communities</i>, chapter 2 Annex – <i>The Local Government Act 2002</i>; and overview and chapter 3 <i>Community Planning Practice</i>, IPS, pp. 55-99.</p> <p>Reid, M., Scott, C. and McNeill, J. (2006) <i>Strategic Planning under the Local Government Act: Towards Collaboration or Compliance? Policy Quarterly</i>, Vol 2(2) pp. 18-25.</p> <p>Claridge, G. (2008) <i>Managing for Outcomes in Local Government</i>, Local Futures Working Paper.</p> <p>Skim other Local Futures Working papers at http://www.localfutures.ac.nz</p>

Module 3	Readings
The Role of Consultation and Collaboration in Strategic Planning and Management	<p>Huxham, C., (2003) <i>Theorizing Collaboration Practice</i>, <i>Public Management Review</i> Vol. (3), pp. 401-423.</p> <p>Goldsmith, S. and Eggers, W. (2004) <i>Governing by Networks: The New Shape of the Public Sector</i>, Washington: The Brookings Institution, pp. 3-24</p>
Strategy and Learning: Evaluative activity in strategic management and planning	<p>DPMC, TPK, SSC, Treasury (2003) <i>Learning from Evaluative Activity</i>, Wellington.</p>

Assessing Strategic Performance and Capability	U.K. Cabinet Office (2006) <i>Capability Reviews: the Findings of the First Four Reviews</i> (skim)
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Course Learning Objectives

Candidates completing this course are expected to achieve the following learning outcomes:

- New levels of understanding of theories, models and issues regarding strategic management as practiced in the public sector in the context of 21st century society;
- Knowledge of current thought and contemporary debates around strategy;
- Deepened knowledge of the legislated requirements for planning for central and local governments in New Zealand and emerging thinking about ongoing reform;
- Knowledge of some important tools and techniques of strategic analysis;
- New levels of understanding of strategic planning processes, particularly in relation to creation of key planning documents (e.g. Statements of Intent, Long Term Council Community Plans)

Course Delivery

This course is delivered in a modular format, which includes a minimum of 24 hours contact. The 24 hours are broken up into three separate days of eight hours each (a ‘module’). There are three modules in the course with approximately five to six weeks between each module. Attendance is required at all three modular teaching days (8.30am – 6.00pm).

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.

Readings

The readings listed above are provided in the course reader or they are on Blackboard.

Two recommended books on strategic management in the public sector are:

G. Johnson and K. Scholes (2001) (eds) *Exploring Public Sector Strategy*, Pearson Education, Harlow, and

Mark H Moore (1995). *Creating Public Value: Strategic Management in Government*. Harvard University Press, Cambridge, Massachusetts.

Other literature which may be of interest to participants includes:

Adams, D. (2003). Navigating the Future: A Case Study of Growing Victoria Together, *Australian Journal of Public Administration*, 62(2), June 2003.

Cook, Anna-Luis (2004) 'Managing for Outcomes' in the New Zealand Public Management System - Working Papers - The Treasury.

Harrison, E Frank (1996). A Process Perspective on Strategic Decision Making. *Management Decision*. London: 1996. Vol. 34, Issue 1, pg. 46.

ICMA (2001) From Strategic Planning to Visioning: Tools for Navigating the Future, *Public Management* 83(4): 23-27.

Irwin, D (2002) 'Strategy Mapping in the Public Sector' *Long Range Planning* 35: 637-647.

Johnson, Gerry and Scholes, Kevin (1997). *Exploring Corporate Strategy*. Prentice Hall, Europe.

Kaufman S., (1991). Decision Making and Conflict Management Processes in Local Government. In Bingham, R.D. et al, *Managing Local Government*. Newbury Park, Cal.: Sage.

Klitgaard, Robert and Light, Paul eds., (2005). *Strategic Thinking for High-Performance Management*. Rand Corporation.

Leitka, J. (1998) Linking Strategic Thinking with Strategic Planning, *Strategy and Leadership* 1: pp. 120-129.

Local Futures Research Project (2006). *Local Government Strategy and Communities*. Institute of Policy Studies, School of Government, Victoria University of Wellington.

Millett, Stephen M., (2006). Futuring and Visioning: complementary approaches to strategic decision making. *Strategy and Leadership*. Chicago: 2006. Vol. 34, Iss. 3, pg. 43.

- Mintzberg, Henry (1996). The Machine Organisation. In H Mintzberg and J B Quinn, eds., *The Strategy Process*. Upper Saddle River, NJ: Prentice Hall.
- Mintzberg, H, Raisinghani D, and Theoret A (1976). The Structure of Unstructured Decision Processes. *Administration Science Quarterly*, 21, pp. 246-275.
- Mitchell, R., Agle, B., Wood, D. (1997) 'Toward a Theory of Stakeholder Identification and Saliency: *Academic of Management Review*, 22(4): pp. 853-886.
- Mulgan, Geoff (2006) *Good and Bad Power: The Ideals and Betrayals of Government*. Penguin. See also www.strategy.gov.uk
- Poister, T. and G. Streib (1999) Strategic Management in the Public Sector: Concepts, Models and Processes, *Public Productivity and Management Review*, Vol. 22 No. 3, pp. 308-325
- Quinn, James Brian (1980). *Strategies for Change: Logical Incrementalism*. Homewood, Ill.: Richard D Irwin.
- Rajagopalan, N, Rasheed, A and Datta, D (1993). Strategic Decision Processes: Critical Review and Future Directions. *Journal of Management*, Vol. 19, No. 2, 349-384.
- Roberts, Nancy (1997). Public Deliberation: An Alternative Approach to Crafting Policy and Setting Direction. *Public Administration Review*. Washington: Mar/April 1997. Vol. 57(2).
- Senge, Peter (1990). *The Fifth Discipline: The Art and Practice of the Learning Organisation*. New York: Doubleday.
- Steele, Jane and Seargeant, John (1999). Does Public Involvement Work? *Public Money & Management*. Oxford: Jul-Sep 1999. Vol. 19, Iss. 3, pg. 9.
- Stok, J (1989) Toward a Definition of Strategic Management for the Public Sector, *American Review of Public Administration*, Vol. 19(2), pp. 133-147.
- Streib, G. (1992) Applying Strategic Decisionmaking in Local Government, *Public Productivity and Management Review*, Vol. 14 (3), pp. 341-354.
- Whittington, Richard (2004) *What is Strategy and Does it Matter?*, Thomas Learning

Assessment Requirements

There are three items of assessment. They are:

Item	Marks	Due
Essay (1,500 words)	30%	5.00pm, Thursday 13 August 2009
Case Study (3,500 words)	60%	5.00pm, Monday 2 November 2009
Presentation and contribution to class discussion	10%	Friday 23 October 2009 (presentation)

First assignment: Essay

Length: 1,500 words (30% of assessment)

Due date: 5.00pm, Thursday 13 August 2009

Drawing on three readings, discuss which of the strategic management and planning frameworks presented best describe the practices of your organisation (or one with which you are familiar).

OR

Define strategic planning and strategic management and discuss the relationships and interfaces between the two activities, drawing on academic and practitioner literatures.

Second assignment: Case Study

Length: 3,500 words (60% of assessment)

Due date: 5.00pm, Monday 2 November 2009

Select an organisation at central or local government levels and conduct a critical analysis of its strategic planning and management practices and their conformance to strategic management and planning theories.

OR

Discuss and critically evaluate the concept of public value as an approach to strategic management. Identify its particular strengths and weaknesses relative to other approaches to strategic management, and comment on its potential to provide strategic direction and enhance organisational performance.

OR

Compare strategic planning and management practices as carried out in two specific organisations at central and/or local government levels. What are some key similarities and differences and what impact do these practices have on organisational performance and the achievement of outcomes?

Please submit ALL assignments electronically to sog-assignments@vuw.ac.nz.

Students should keep a copy of all submitted work.

Note: Your assessed work may also be used for quality assurance purposes, such as to assess the level of achievement of learning objectives as required for accreditation and audit purposes. The findings may be used to inform changes aimed at improving the quality of FCA programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.

Mandatory Course Requirements

Submit or participate in all pieces of assessment required for this course.

Class Attendance

The School expects you to attend all three modules for the course. If, before enrolment for a course, you are aware that you will not be able to attend a module, you must notify the Director of Master's Programmes when you enrol explaining why you will not be able to attend. The Director of Master's Programmes will consult with the relevant course coordinator. In such circumstances, you may be declined entry into a course.

If you become aware after a course starts that you will be unable to attend a module or a significant part of a module (i.e. more than two hours in any given day), you must advise the course coordinator before the module explaining why you will be unable to attend. The course coordinator may excuse you from attendance and may also require you to complete compensatory work relating to the course content covered during your absence.

Deadlines and Failure to Meet Due Dates

The ability to plan for and meet deadlines is a core competency of both advanced study and public management. Failure to meet deadlines disrupts course planning and is unfair on students who do submit their work on time. It is expected therefore that you will complete and hand in assignments by the due date. Marks will be deducted at the rate of five per cent for every day by which the assignment is late and no assignments will be accepted after five working days beyond the date they are due. For example, if you get 65% for an assignment, but you handed it in on Monday when it was due the previous Friday, you will get a mark of 50%.

If ill-health, family bereavement or other personal circumstances beyond your control prevent you from meeting the deadline for submitting a piece of written work or from attending class to make a presentation, you can apply for and may be granted an extension to the due date. You should let your course coordinator know as soon as possible in advance of the deadline (if circumstances permit) if you are seeking an extension. Where an extension is sought, evidence, by way of a medical certificate or similar, may be required by the course coordinator.

Communication of Additional Information

Additional information for this course will be provided to all participants by email or via Blackboard.

Other Information

For the following important information follow the links provided:

Academic Integrity and Plagiarism

<http://www.victoria.ac.nz/home/study/plagiarism.aspx>

General University Policies and Statutes

<http://www.victoria.ac.nz/home/about/policy/academic.aspx>

Faculty of Commerce and Administration Offices

<http://www.victoria.ac.nz/fca/studenthelp/Contactus.aspx>

Manaaki Pihipihinga Programme

http://www.victoria.ac.nz/st_services/mentoring/