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 One / 2010

COURSE OUTLINE

Names and Contact Details

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

Trimester Dates

Trimester Dates: Monday 1 March – Wednesday 30 June 2010
Teaching Period: Friday 26 February – Monday 14 June 2010

Class Times and Room Numbers

Module One: Friday 26 February 2010   8.30am – 6.00pm
Module Two: Friday 16 April 2010   8.30am – 6.00pm
Module Three: Friday 11 June 2010   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

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.

Students giving notice of withdrawal from this course after **Thursday 11 March 2010** will NOT receive a refund of fees.

Associate Dean (Students)'s approval required for withdrawal from this course after **Monday 17 May 2010**.

See more information available via:

- **Withdrawal dates: Late withdrawals with Associate Dean (Students) permission (See Section 8: Withdrawals – from the Personal Courses of Study Statute)**
  http://policy.vuw.ac.nz/Amphora!~~policy.vuw.ac.nz~POLICY~000000001743.pdf
- **Withdrawal dates: Refunds:**
  www.victoria.ac.nz/home/admisenrol/payments/withdrawlsrefunds.aspx

Course Content and Readings

The readings in the following list are to be regarded as 'required readings'. Some of them are posted on Blackboard; others will need to be downloaded from the URL provided. Those that are available via Blackboard are identified. Reading should be done in advance of the modules.

Note that not all the matters students are expected to learn will be covered during contact time. It is expected that learning on these matters will occur through reading and study, and possibly through Blackboard activities, as advised at the start of the trimester.

Blackboard
Blackboard is Victoria University's online environment that supports teaching and learning by making course information, materials and other learning activities available via the internet through the myVictoria student web portal. To access the Blackboard site for this course:

1. Open a web browser and go to www.myvictoria.ac.nz.
2. Log into myVictoria using your ITS Username (on your Confirmation of Study) and password (if you've never used the Victoria University computer facilities before, your

initial password is your student ID number, on your Confirmation of Study, Fees Assessment or student ID card – you may be asked to change it once you've logged in for the first time).
3. Once you've logged into myVictoria, select Blackboard (from the options along the top of the page) to go to your Blackboard homepage.
4. The "My Courses" box displays what courses you have access to (please note that only courses that are actually using Blackboard will be displayed), so select "10.1.MMPM532: Implementation & Servce Delvry" for the course-specific Blackboard site.

You are recommended to ensure that your computer access to Blackboard is working before the course starts.

If you have any problems with myVictoria or Blackboard, you should contact the ITS Helpdesk on (04) 463 5050 or its-service@vuw.ac.nz, or visit the Helpdesk on level 2 of the Railway West Wing, Pipitea Campus (see www.victoria.ac.nz/its/student-services/ for more information).

MODULE ONE
Classic approach to implementation
Reading
- Parsons W. (1995) *Public Policy*, Aldershot, Edward Elgar. Extract from Pt 4, 'Delivery Analysis' (Blackboard)

Implementation research of 1970s and the discovery of failure
Reading
- 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. (Blackboard – check for further material on this topic)

The 'conditions for perfect implementation'
Reading
- Hogwood B. and Gunn L. (1984) *Policy analysis for the real world*, Oxford, Oxford University Press. Chapter 11 'Implementation' (Blackboard)

Further challenges to the 'top-down'/'rational control' model: 'street-level bureaucrat', 'professional discretion' and power
Reading
- Elmore R. (1993) 'Organizational models of social program implementation' in M. Hill (ed) *The Policy Process: A Reader*, Hemel Hempstead, Harvester Wheatsheaf. (Blackboard)
- Lipsky M. (1993) Street-level bureaucracy: An Introduction' in M. Hill (ed) *The Policy Process: A Reader*, Hemel Hempstead, Harvester Wheatsheaf. (Blackboard)
- Hudson B. (1993) 'Michael Lipsky and street-level bureaucracy' in M. Hill (ed) *The Policy Process: A Reader*, Hemel Hempstead, Harvester Wheatsheaf. (Blackboard)
- Adler M. and Asquith S. (1993) 'Discretion and power', in M. Hill (ed) *The Policy Process: A Reader*, Hemel Hempstead, Harvester Wheatsheaf. (Blackboard)

Debate: top-down or bottom-up?
Reading
- Parsons extract (as above)
- Hjern B. and Porter D. (1981) 'Implementation Structures: a new unit of administrative analysis', *Organization Studies*, 2, pp. 211-27 (Blackboard)
- Sabatier P. (1986) 'Top-down and bottom-up approaches to implementation research', *Journal of Public Policy*, 6, pp. 21-48. (Blackboard)

Implementation as 'game'; implementation as 'policy action'
Reading
- Degeling P. and Colebatch H. (1993) 'Structure and action as constructs in the practice of public administration', in M. Hill (ed) *The Policy Process: A Reader*, Hemel Hempstead, Harvester Wheatsheaf. (Blackboard)
- Matland R. (1995) 'Synthesizing the Implementation Literature: The Ambiguity-Conflict Model of Policy Implementation', *Journal of Public Administration Research and Theory*, Vol. 5, No. 2 (April), pp. 145-174.

Implementation in managerialist mode: But has it led to more effective implementation?
Reading
- Mulgan G. and Lee A. (2001) *Better Policy Delivery and Design*, UK Cabinet Office, London. Download from www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/betterpolicy2.pdf
- Barrett, S. (2004) 'Implementation Studies: Time for a Revival? Personal Reflections on 20 Years of Implementation Studies', *Public Administration* 82 (2), pp. 249-262. (Blackboard)

Some issues in implementation
Policy, implementation and the choice of instruments - state capacity and system complexity
Implementation and types of policy: operational/strategic;
Regulation, distribution/redistribution, financial/economic, infrastructure
Reading
- 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'. (Blackboard)

Some issues from a managerialist perspective
Implementation and 'managing for outcomes'; implementation and 'performance management'; Implementation and logic modelling; Implementation and understanding clients ('behavioural assumptions of policy tools'); implementation and co-production
Reading
- Ryan B. (2003) *Learning MFO: Managing for Outcomes – The Queensland Case*, Brisbane, Institute of Public Administration Australia. Chapter 3 'Implementing for Outcomes' (Blackboard)
- Schneider A. and Ingram H. (199)0) 'Behavioural Assumptions of Policy Tools', *Journal of Politics*, Vol. 52, No. 2 (May), pp. 510-529. (Blackboard)
- Ryan B. (2006) Managing for Outcomes: Understanding Clients, *Policy Quarterly*, Vol. 2, No. 4, pp. 39-46. Download from http://ips.ac.nz/publications/publications/show/196
- Alford, J. (1998), A public management road less travelled: clients as co-producers of public services. *Australian Journal of Public Administration*, 57 (4), 128-137. (Blackboard)

Implementation and 'devolved government'
Implementation and horizontal coordination/integrated delivery
Reading
- APSC (2009) *Policy Implementation through Devolved Government*, Canberra. Download from www.apsc.gov.au/publications09/devolvedgovernment.pdf
- D. Richards and M. Smith. 2006. 'Central Control and Policy Implementation in the UK: A Case Study of the Prime Minister's Delivery Unit', *Journal of Comparative Policy Analysis*, 8 (4): 325-345. (Blackboard)
- J. Wanna. 2006. 'From Afterthought to Afterburner: Australia's Cabinet Implementation Unit', *Journal of Comparative Policy Analysis*, 8 (4): 347-369. (Blackboard)

Some issues from an institutionalist perspective
Implementation and the policy/management divide; changing societal conditions of the 21st century?; a recursive cycle?
Reading
- Ryan B. (2003) *Learning MFO: Managing for Outcomes – The Queensland Case*, Brisbane, Institute of Public Administration Australia. Chapter 7 'Futures for MFO' (Blackboard)

MODULE TWO
Service delivery and Māori
Five principles identified in *Te Punga* – as opposed to the three accepted today?
Reading
- 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. Download from www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1988-puaoteatatu.pdf
- Department of Social Welfare (1994) *Te Punga*, Wellington. Download from www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1994-tepungaenglish.pdf
(Te reo Maori version at www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1994-tepungamaori.pdf)

Outsourcing and contracting out
Reading
- Mulgan G. and Lee A. (2001) *Better Policy Delivery and Design*, UK Cabinet Office, London. Download from www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/betterpolicy2.pdf
- Hodge G. (1998) 'Contracting Public Sector Services: A Meta-Analytic Perspective of the International Evidence, *Australian Journal of Public Administration*, 57(4), pp. 98-110 (Blackboard)
- Cribb J. (2006) 'Agents or Stewards? Contracting with Voluntary Organisations', *Policy Quarterly*, Vol. 2 No 2, pp. 11-17. Download from http://ips.ac.nz/publications/publications/show/174
- Pomeroy A. (2007) 'Changing the Culture of Contracting', Social Policy Journal of New Zealand, Issue 31, July, pp. 158-169. Download from www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/journals-and-magazines/social-policy-journal/spj31/31-Pages158-169.pdf

Implementation and delivery in networks/shared outcomes
Reading
- Bakvis H. & Juillet L. (2004) *The Horizontal Challenge*, Canadian School of Public Service, Canada. (Blackboard)
- Management Advisory Committee (2004) *Connecting Government: Whole of Government Responses to Australia's Priority Challenges*, Canberra, pp. 1-134. Download from www.apsc.gov.au/mac/connectinggovernment.pdf
- Ministry of Social Development (2003) *Mosaics (Whakaahua Papariki): Key Findings and Good Practice Guide for Regional Co-ordination and Integrated Service Delivery*, Wellington. Download from www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/2003-mosaics.pdf
- SSC, MSD (2003) *Review of the Centre Integrated Service Delivery: Regional Co-ordination – Final Workstream Report*, Wellington. Download from www.ssc.govt.nz/upload/downloadable_files/integrated-service-delivery-final-workstream-report.pdf

Implementation, public participation and engagement
Reading
- OECD (2001) *Citizens as Partners: information, consultation and public participation in policy-making*, Paris, OECD, pp. 1-71. (Blackboard)
- OECD (2009) *Focus on Citizens: Public Engagement for Better Policy and Services*, Paris, OECD, pp. 1-80. (Blackboard)

Case studies in 'joined up government'/case studies in 'complex policy development and implementation'
Reading
- Eppel, E., Gill D., Ips M. and Ryan B. (2008) Better Connected Services for Kiwis, Wellington, Institute of Policy Studies. Download from http://ips.ac.nz/events/completed-activities/joiningup/Connected%20Services%20ver%2010.pdf
- Hill R. et al. (2007) Workplace learning in the New Zealand apple industry network: A new co-design method for government "practice making", Journal of Workplace Learning, Vol. 19 No. 6, 2007, pp. 359-376. (Blackboard)
- Ministry for Economic Development (2005) The Growth and Innovation Framework Sector Taskforces: Progress with Implementation, Wellington. Download from www.med.govt.nz/upload/63376/taskforces-implementation-2005.pdf

MODULE THREE
Service delivery
Definition
'Client-focus' and 'Total Quality Service'
Extended section on direct delivery to 'clients' (individuals, groups, communities)
Reading
- UK Treasury (2001) *Customer-focused Government*, London. Download from www.hm-treasury.gov.uk/d/Cust_Foc_Gov_PT1.pdf
- Ryan B. (2003) *Learning MFO: Managing for Outcomes – The Queensland Case*, Brisbane, Institute of Public Administration Australia. (Blackboard)

- Controller and Auditor General (1999) *Towards Service Excellence: The Responsiveness of Government Agencies to their Clients*, OAG, Wellington. Download from www.oag.govt.nz/1999/service-excellence/docs/service-excellence.pdf
- Alford J. and Speed R. (2006) 'Client focus in regulatory agencies: Oxymoron or opportunity?' *Public Management Review*, Vol. 8 Issue 2, 313 – 331 (Blackboard)

Monitoring (and evaluation) as part of implementation
Monitoring 'performance'
Activities, inputs or outcomes?
Monitoring service level outcomes (as opposed to overall policy goals and objectives)
Implementation and democratisation?
Reading
- Parsons W. (1995) *Public Policy*, Aldershot, Edward Elgar. Extract from Pt 4, 'Evaluation, Performance, Democratisation' (Blackboard)
- Auditor and Comptroller-General (2008) *The Auditor-General's observations on the quality of performance reporting*, Wellington. Download from www.oag.govt.nz/2008/performance-reporting
- SSC, TSY (2008) *Performance Measurement: Advice and examples on how to develop effective frameworks*, Wellington. Download from www.ssc.govt.nz/upload/downloadable_files/performance-measurement.pdf

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

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.

Please note that some participation in Blackboard activities (e.g. participation in online discussion) may also be expected. This possibility will be discussed in Module 1.

Group Work

Each student is expected to contribute to discussion during the modules. No group work will be set for assessment.

Assessment Requirements

Students are required to complete two items of assessment for this course:

- Assignment 1: an essay of 2,500-3,000 words (40%), due by **Friday 12 March 2010**
- Assignment 2: an essay of 3,000-4,000 words (60%), due by **Monday 14 June 2010**

These items will need to be submitted electronically through Blackboard. Instructions on how to do this will be provided at a later time.

Details are below:

Assignment 1
Write an essay of 2,500-3,000 words on one of the following topic questions:

NOTE: International students, in consultation with the Course Coordinators, may alter any of these topics to enable them to consider issues in their own country. If this is not possible, alternative topic questions will be offered.

- "In this new policy construction [i.e. 'new public management'] there was perhaps less perceived need for studies of implementation since there was a belief that the 'reforms' in the public services associated with New Public Management had addressed the key problems of 'implementation failure' which include a lack of clear unambiguous policy objectives, resource availability and control over implementing agencies" (Barrett 2004, p. 258). What does she mean by this? Is her argument important? Based on the history of public sector reform in NZ and/or the actions of NZ agencies, do you think this proposition is applicable to this country? If so, has 'Managing for Outcomes' - in either theory or practice - provided a counterbalance?

- "There is a certain sense of déjà vu ... relating to the efficacy of the top-down managerial model for implementing policy innovation and organizational change. Managerialism sought to address the perceived problems of administrative bureaucracy but over-emphasis on coercion and conformance has resulted in a lack of attention to the dynamics of organizational process and the dialectic between structure and agency in the process of change" (Barrett 2004, p. 260). What does she mean by this argument? Is her argument important? Do you think it can be applied to the NZ situation? If so, should recent attempts

at bottom-up (or 'middle-outwards') approaches to implementation be regarded as 'leading edge' and, therefore, supported?

- Do you agree with Susan Barrett (2004, p. 260) that "there is a need for a revival of interest in implementation studies"? If so, why? Her argument is framed around circumstances in the UK but do you think it can equally - or especially - be applied to NZ (or, in the case of international students, your jurisdiction)?

- The approaches to service delivery offered by Ryan (2003) and the NZ Auditor-General (1999) seem on the surface to be most applicable to social (redistributive or helping) services delivered to individual clients. Do they seem equally appropriate for what Elmore (1993) calls 'system management', 'bureaucratic process', 'organisational development' and 'conflict and bargaining' models of implementation? Why/why not? (As an alternative, you could discuss this issue with reference not to Elmore's classification but the more complex one of 'strategic' as opposed to 'operational' policy, noting that operational policy itself covers the full range of policy fields, e.g. allocative, redistributive, regulatory, development and so on).

- It could be argued that, under a Westminster-based political system, where public servants are expected to execute the wishes of the government, implementation and delivery will and should always be top-down, regardless of what other changes are occurring in society. Would you accept this argument? Why/why not?

- Recent and important public management initiatives in NZ include the Review of the Centre (www.ssc.govt.nz/display/document.asp?navid=177) and Managing for Outcomes (under Performance and Accountability) (www.ssc.govt.nz/display/document.asp?navid=339). Does the guidance available to NZ agencies under these headings suggest that there is sufficient understanding and advice of the complexity and significance of implementation and service delivery in this country? Why/why not?

Due date: Friday 12 March 2010

Assignment 2
Write an essay of 3,000-4,000 as described in the following brief:

Imagine that you have been asked by your government to write a major discussion paper on implementation and service delivery in an outcome-oriented public management framework. This paper is intended to kick-start a widespread discussion in government agencies as to whether or not agencies fully understand the significance of these practices and conduct them effectively. In the paper you are expected to cover the major debates in the field, provide an overview of the current state of play (however clear or unclear that might be - and differentiating between policy arenas such as allocation, redistribution and regulation or strategic vs. operational policy if required), identify 2-3 major issues and offer brief but broad recommendations as to how practice might be improved. The paper is to be 3,000-4,000 words long.

Due date: Monday 14 June 2010

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.

Students should keep a copy of all submitted work.

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.

Mandatory Course Requirements

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

Communication of Additional Information

Blackboard will be an important medium of communication and distribution for this course. Please check it regularly. It is also possible that emails may be sent to you via Blackboard so please ensure that your VUW email account is activated and that you check it.

Academic Integrity, Plagiarism, and the Use of Turnitin

Plagiarism is presenting someone else's work as if it were your own, whether you mean to or not.

'Someone else's work' means anything that is not your own idea. Even if it is presented in your own style, you must still acknowledge your sources fully and appropriately. This includes:

- material from books, journals or any other printed source
- the work of other students or staff
- information from the Internet
- software programs and other electronic material
- designs and ideas
- the organisation or structuring of any such material.

Acknowledgement is required for all material in any work submitted for assessment unless it is a 'fact' that is well-known in the context (such as "Wellington is the capital of New Zealand") or your own ideas in your own words. Everything else that derives from one of the sources above and ends up in your work – whether it is directly quoted, paraphrased, or put into a table or figure, needs to be acknowledged with a reference that is sufficient for your reader to locate the original source.

Plagiarism undermines academic integrity simply because it is a form of lying, stealing and mistreating others. Plagiarism involves stealing other people's intellectual property and lying about whose work it is. This is why plagiarism is prohibited at Victoria.

If you are found guilty of plagiarism, you may be penalised under the Statute on Student Conduct. You should be aware of your obligations under the Statute, which can be downloaded from the policy website (www.victoria.ac.nz/home/about/policy/students.aspx). You could fail your course or even be suspended from the University.

Plagiarism is easy to detect. The University has systems in place to identify it.

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 compares submitted work with a very large database of existing material. At the discretion of the Head of School, handwritten work may be copy-typed by the School and subject to checking by Turnitin. 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.

There is guidance available to students on how to avoid plagiarism by way of sound study skills and the proper and consistent use of a recognised referencing system. This guidance may be found at the following website: www.victoria.ac.nz/home/study/plagiarism.aspx.

If in doubt, seek the advice of your course coordinator.

Plagiarism is simply not worth the risk.

Other Information

For the following important information, follow the links provided:

- **Academic Integrity and Plagiarism**
  www.victoria.ac.nz/home/study/plagiarism.aspx
- **General University Policies and Statutes**
  www.victoria.ac.nz/home/about/policy
- **AVC (Academic) Website: information including Conduct, Academic Grievances, Students with Impairments, Student Support**
  www.victoria.ac.nz/home/about_victoria/avcacademic/Publications.aspx
- **Faculty of Commerce and Administration Offices**
  www.victoria.ac.nz/fca/studenthelp/
- **Manaaki Pihipihinga Programme**
  www.victoria.ac.nz/st_services/mentoring/