TE WHARE WĀNANGA O TE ŪPOKO O TE IKA A MĀUI

VICTORIA
UNIVERSITY OF WELLINGTON

School of Government

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

Trimester Two / 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

Teaching Period: Friday 9 July – Monday 25 October 2010

Class Times and Room Numbers

Module One:	Friday 9 July 2010	8.30am – 6.00pm
Module Two:	Friday 27 August 2010	8.30am – 6.00pm
Module Three:	Friday 22 October 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.

Your fees will be refunded if you withdraw from this course on or before **Wednesday 28 July 2010**.

The last date for withdrawal from this course is **Tuesday 28 September 2010**. After this date, permission to withdraw requires the approval of the Associate Dean (Students), as set out in section 8 of the Personal Courses of Study Statute
(http://policy.vuw.ac.nz/Amphora!~~policy.vuw.ac.nz~POLICY~000000001743.pdf). To apply for this permission, fill in the Late Withdrawal form available from either of our Student Customer Service Desks, or downloaded from www.victoria.ac.nz/fca/studenthelp/Forms.aspx.

Course Content

Module 1

The meaning and vocabulary of strategy and strategic management; the management cycle
Readings
- Hughes, O.   (1998) *Public Management and Administration*, Sth Yarra, Macmillan Education, chapter 7 'Strategic Management' [Blackboard]
- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press, chapter 1 [Text]
- Gallop G. (2007) 'Towards a New Era of Strategic Government', chapter 7 in J. Wanna (ed) *A Passion for Policy: Essays in Public Sector Reform*, Canberra, ANU e-Press. Book can be downloaded from http://epress.anu.edu.au/policy_citation.html

Strategic management in the 'public' sector
Readings
- Alford J. (2001) 'The implications of 'publicness' for strategic management theory', in G. Johnson and K. Scholes (eds) *Exploring Public Sector Strategy*, Pearson Education, Harlow. [Blackboard]
- Collier N., Fishwick F. and Johnson G. (2001) 'The process of strategy development in the public sector', in G. Johnson and K. Scholes (eds) *Exploring Public Sector Strategy*, Pearson Education, Harlow. [Blackboard]
- Bryson J. (1988) A Strategic Planning Process for Public and Non-profit Organizations, *Long Range Planning*, Vol. 21, No. 1, pp. 73-81. [Blackboard]
- Nutt P and Backoff R. (1987) 'A Strategic Management Process for Public and Third-Sector Organizations', *Journal of the American Planning Association*, Vol. 53, No 1, pp. 44-57. [Blackboard]
- Moore M. (2000) 'Managing for Value: Organizational Strategy in For-Profit, Nonprofit, and Governmental Organizations', *Nonprofit and Voluntary Sector Quarterly*, vol. 29, no. 1, Supplement 2000 183-204 [Blackboard]

'Strategy' and 'strategic thinking' in the public sector: managing means for policy ends (as a way of life)
Readings
- Ryan B. (2002) 'Managing for Outcomes = Managing Means for Policy Ends', unpublished document, Wellington. [Blackboard]

The strategic management 'toolkit' - the utilities and routines
Reading
- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press, chapters 2, 3, 4, 5, 6 [Text]

Trajectory I: The rise and fall of strategic planning – and beyond
Readings
- Mintzberg H. (1994) *The Rise and Fall of Strategic Planning*, Prentice Hall, Hemel Hempstead, Ch 5, 'Fundamental Fallacies of Strategic Planning' [Blackboard]
- Rittel H. and Webber M. (1973) 'Dilemmas in a General Theory of Planning', *Policy Sciences* Vol. 4, pp. 155-169 [Blackboard]
- Mintzberg, H. 1989, 'Crafting Strategy', from *Mintzberg on Management, London, Macmillan,* pp. 25-42. [Blackboard]

Trajectory II: Leadership (transformational?), consultation, involvement and ownership
Readings
- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press, chapters 5, 6 & 9 [Text]
- Nutt P and Backoff R. (1993) 'Transforming Public Organizations with Strategic Management and Strategic Leadership', *Journal of Management*, Vol. 19, No. 2, pp. 299-347 [Blackboard]

Trajectory III: Participatory planning and management
Citizens as partners in planning, implementation and evaluation
Readings
- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press, chapter 8 [Text]
- OECD (2001) Citizens as Partners: Information, Consultation and Public Participation in Policy-Making, Paris, OECD, pp. 1-77 [Blackboard]

Trajectory IV: The creation of public value and deliberative democracy
Readings
- Kelly G. and Muers S. (2002) *Creating Public Value*, London, Strategy Unit. Download from www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/public_value2.pdf
  [NB: because the UK government website, at the time of writing, is being reorganised, this site may not be available when you need it. Accordingly, a copy of the document is also available on Blackboard]
- Horner L., Lekhi R. and Blaug R. (2006) *Deliberative democracy and the role of public managers*, Final report of The Work Foundation's public value consortium – November 2006. Download from
  www.theworkfoundation.com/research/publications/publicationdetail.aspx?oItemId=107

- Mager, M. (2007) Public Value and Leadership: exploring the implications, Centre for Excellence in Leadership. Download from www.centreforexcellence.org.uk/UsersDoc/PublicValueLeadership.pdf
- M. Moore (2007) 'Recognising Public Value: The Challenge of Measuring Performance in Government', chapter 8 in J. Wanna (ed.) *A Passion for Policy* Canberra, ANU e-Press. Download (whole book) from http://epress.anu.edu.au/policy_citation.html

Module 2

Strategic management in practice
Readings
- (UK) Strategy Unit *Strategy Survival Guide.* Download from http://webarchive.nationalarchives.gov.uk/20100416132449/http://interactive.cabinetoffice.gov.uk/strategy/survivalguide/downloads/ssgv2.1.pdf
- Ryan B. (2004) *Learning MFO*, IPAA, Brisbane [Blackboard]

The NZ models I: From SRA / KRA to Pathfinder
Readings
- Boston J. and Pallot J. (1997) 'Linking Strategy and Performance: Developments in the New Zealand Public Sector', *Journal of Policy Analysis and Management*, Vol. 16, No. 3, Special Issue: The New Public Management in New Zealand and beyond, (Summer), pp. 382-404 [Blackboard]
- Download and read the following *Pathfinder* documents from http://io.ssc.govt.nz/pathfinder/information.asp
  - 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

NZ Models II: MFO and shared outcomes
Readings
- *Managing for Outcomes: Guidance for Departments* (2003), Prepared by the Steering Group Managing for Outcomes. Download from www.ssc.govt.nz/display/document.asp?DocID=3530
- *Getting Better at Managing for Shared Outcomes: A Resource for Agency Leaders* (2004), Prepared by the Managing for Shared Outcomes Development Group. Download from www.ssc.govt.nz/display/document.asp?navid=114&docid=4126&pageno=1#P5_0
- See also Treasury (2006) 'The Strategy Primer'. Download from www.treasury.govt.nz/publications/guidance/strategy/primer
- See also the Treasury approach (primarily financial, budgetary). You are not required to read these documents, only scan them – go to www.treasury.govt.nz/publications/guidance

SOIs: A case study in (top-down?) formal planning? – so what about implementation?
Readings
- *Preparation of SOIs* (agencies and crown entities). Download from www.treasury.govt.nz/publications/guidance/strategy

- Treasury (2009) *Statement of Intent – Guide to the Content and Production*. Download from www.treasury.govt.nz/publications/guidance/strategy/soicontent-production
Note that at www.treasury.govt.nz/publications/guidance/strategy you will find several other documents relating to SOI production including guidance for Crown entities. You are not required to read these documents but you may find it useful to scan them.

An afternoon with 'outcomes'?
This session will be devoted to examining selected SOIs for the quality of their content and their match against the ideas covered in the course so far.

Module 3

LTCCPs: Case study in participatory planning?
Readings
- Worrall L., Collinge, C. and T. Bill (1998) Managing Strategy in Local Government, *International Journal of Public Management*, No. 6, pp. 472-93
- Eden, E. and Ackermann, F. (1998). 'Strategy as Journey' in Making Strategy. *The Journey of Strategic Management*. Sage Publications, London, pp. 20-44
- Huxham, C., (2003) Theorizing Collaboration Practice, *Public Management Review* Vol. (3), pp. 401-423.
- ***The Local Futures Project***. Details on this project can be found at www.victoria.ac.nz/localfutures/. The following working papers are required reading and can be downloaded from www.victoria.ac.nz/localfutures/publications.html
  - Local Government's Role in Strategic Policy and Planning
  - Government strategies and community outcomes under the Local Government Act 2002
  - Local Government Consultation and Engagement with Māori
  - Strategic Policy and Planning Decision-Making Within New Zealand Local Government
  - Strategy and Strategic Decisionmaking: An Overview (Lance Beath)
  - Strategy Planning and Decisionmaking: A Review of the Literature
  - Managing for Outcomes in Local Government (Gregg Claridge)
- Reid, M., Scott, C. and McNeill, J. (2006) Strategic Planning under the Local Government Act: Towards Collaboration or Compliance? *Policy Quarterly*, Vol. 2(2) pp. 18-25. Download from www.victoria.ac.nz/localfutures/pdf/Policy_Quarterly_V2_N2_2006.pdf

'Review' phase in NZ: 'Performance management' – is that all there is to monitoring and evaluation?
Reiteration of the management cycle: the 'review' phase and 'learning'
Readings
- Learning from Evaluative Activity - Enhancing Performance through Outcome-focussed Management www.ssc.govt.nz/display/document.asp?NavID=114&DocID=3581
- SSC, Treasury (2003) *Doing the Right Things and Doing Them Right - Improving Evaluative Activity in the New Zealand State Sector*, Wellington. Download from www.ssc.govt.nz/display/document.asp?NavID=177&DocID=3507
- C&AG (2008) *The Auditor-General's observations on the quality of performance reporting*. Download from www.oag.govt.nz/2008/performance-reporting/docs/performance-reporting.pdf

- SSC, Treasury (2008) *Performance Measurement: Advice and examples on how to develop effective frameworks*, Wellington. Download the full document from www.ssc.govt.nz/display/document.asp?NavID=114&DocID=7121

Final Discussion
Does 'strategic management' – rather, constant, policy-focused strategising – have a central role in the Aotearoa/New Zealand system of public management? Put another way, are public sector agencies in this country doing well when it comes to 'outcome-oriented management'? If not, why not? And what needs to be done to improve the current state of affairs?

Course Learning Objectives

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

- High level of understanding of theories, models and issues regarding strategic management as practiced in the public sector in the context of 21st century society;
- High level of knowledge regarding current thought and contemporary debates around strategy, strategising and strategic management;
- High level of understanding of requirements for planning for central and local governments in Aotearoa/New Zealand particularly in relation to SOIs and LTCCPs and emerging thinking about ongoing reform;
- Knowledge of some important tools and techniques of strategic analysis;
- High level of understanding of the weaknesses and strengths of strategic management in the Aotearoa/New Zealand public sector

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 required text for the course is:

- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press.

This text is available from VicBooks (www.vicbooks.co.nz), the Victoria University bookshop – they have been advised of the usual numbers of students taking this course and the requirement for module preparation. You are advised to purchase or order your copy as soon as possible to ensure you have yours in time to prepare for module one.

Recommended (but not required) texts are:

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

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

All other required readings are listed in the course content above. Each of them is available as a download from the MMPM 522/MAPP 529 Blackboard site or from the URL provided.

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 when you log 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 "10.2.MMPM522-MAPP529: Strategic Management in the Public Sector" 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.

Materials and Equipment

Note that course materials will be available on Blackboard no later than two weeks before the start of the teaching period.

Assessment Requirements

Concepts test
Format: 20 terms, each to be defined in ~100 words
Length: Approximately 2,000 words total
Weight: 40% of marks
Distributed: Monday 12 July 2010 (to be confirmed) – via Blackboard
Submission date: Monday 19 July 2010 (to be confirmed) – via Blackboard

Shortly after the first module, you will be given a list of 20 terms for which you need to provide short (~100 words) answers. These terms will be taken from a longer list of key ideas you will be given at the start of the trimester that you can use to check your own learning outcomes. You will be given one week to complete your answers.

The concepts test will be distributed via Blackboard and your answers must be submitted via the same channel.

Essay
Format: Formal analysis
Length: 3,000-4,000 words
Weight: 60% of marks
Submission date: Monday 25 October 2010 – via Blackboard

Write an essay of 3,000-4,000 words on ONE of the following topics:

1. Why does it seem, in this day and age, that strategic planning and management in the public sector should be participatory (or at least highly consultative)? What implications does this have for central and local government officials?

2. "Managing strategically so as to achieve public value" is an emerging idea. What does it mean? Could you conclude that organisations in your jurisdiction do so? If not, what could or should they be doing that they're not already?

3. Is the 'Managing for Outcomes' framework in Aotearoa/NZ just another name for a strategic management approach and one that emphasises strategising with organisational means and resources for policy ends? - and should place equal emphasis in planning, budgeting, implementation and review? Why? If so, what would you argue, is the state of theory and practice in that respect?

4. To what extent does the heavy emphasis on (a negative sense of) 'accountability' in Aotearoa/NZ limit the possibilities flowing out of 'strategic thinking and managing'? - especially in the sense that 'strategising' must be outcome focused and demand constant innovation and learning?

5. Do the SOIs and LTCCPs produced by central and local government organisations in Aotearoa/New Zealand reveal a strong and predominant sense of 'strategy'? How would you assess the state of play? What implications arise out of your answer?

6. Is 'strategic management' an element of public administration and management in your country? If so, in what form? How effective has it proved so far? And how could it be improved? If not, why and how could and should it be introduced?

7. Any variation on the above topics approved in advance by the course convenor.

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.

Penalties, 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

Information will be communicated via Blackboard. It is **essential** therefore that all students activate their @myvuw.ac.nz email account before the beginning of the trimester. You can modify the settings of your @myvuw.ac.nz email address so that all emails sent to it are automatically forwarded to another email address, such as your preferred email address - but you MUST activate your @myvuw.ac.nz email account for this to work! Please go to www.victoria.ac.nz/its/student-services/FAQs.aspx#Email_Forward for more information and if you have any problems, 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).

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/