

School of Government

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

Trimester Two / 2011

COURSE OUTLINE

Names and Contact Details

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

Trimester Dates

From Friday 8 July to Monday 24 October 2011

Withdrawal from Course

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.

1. Your fees will be refunded if you withdraw from this course on or before **Friday 22 July 2011**.
2. The standard last date for withdrawal from this course is **Tuesday 27 September 2011**. After this date, students forced to withdraw by circumstances beyond their control must apply for permission on an '*Application for Associate Dean's Permission to Withdraw Late*'

including supporting documentation. The application form is available from either of the Faculty's Student Customer Service Desks.

Class Times and Room Numbers

Module One:	Friday 8 July 2011	8.30am – 6.00pm
Module Two:	Friday 2 September 2011	8.30am – 6.00pm
Module Three:	Friday 21 October 2011	8.30am – 6.00pm

Attendance is required at all three modular teaching days

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.

Course Content

Module 1

Overview of the course

- To what extent is strategic management an explicit part of public management in New Zealand (and other jurisdictions)?
- Is strategic management entirely about outcomes and effectiveness?
- Is strategising (the enactment of constant strategic thinking and acting) more important than planning and the preparation of strategic plans?
- Is strategising a political or technical activity (or perhaps a bit of both)?
- What happens to the technical aspects of strategising in a policy that is complex and uncertain?

Background Reading

- Ryan B. (2003) *Learning MFO*, Brisbane, Institute of Public Administration Australia [Blackboard]

The meaning and purpose of 'strategic management'?

Readings

- Hughes, O. (2003) *Public Management and Administration*, 3rd ed., 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. [Blackboard] (The whole book can be downloaded from http://epress.anu.edu.au/policy_citation.html)

Strategic management in the 'public' sector

Readings

- 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]
- Ryan B. (2002) 'Managing for Outcomes = Managing Means for Policy Ends', unpublished document, Wellington. [Blackboard]
- 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]

The rise and fall of the technocratic model

Readings

- Mintzberg H. (1994) 'The Fall and Rise of Strategic Planning', *Harvard Business Review*, Jan/Feb94, Vol. 72 Issue 1, p. 107-114 [Blackboard]
- Mintzberg H. (1987) Henry. 'Crafting Strategy', *Harvard Business Review*, Jul/Aug87, Vol. 65 Issue 4, p66-75 [Blackboard]
- Rittel H. and Webber M. (1973) 'Dilemmas in a General Theory of Planning', *Policy Sciences* Vol. 4, pp. 155-169 [Blackboard]

Strategic management today: strategising, emergence, adaptation, leadership and partnership (communities)

Readings

- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press, chapters 5, 6, 8 & 9 [Text]
- Bovaird T. (2008) 'Emergent Strategic Management and Planning Mechanisms in Complex Adaptive Systems', *Public Management Review*, Vol 10, No. 2, pp. 319 – 340 [Blackboard]
- Rhodes M. (2008) 'Complexity and Emergence in Public Management', *Public Management Review*, Vol 10, No. 3, pp. 361 — 379 [Blackboard]
- Cohen M. (2010) 'Practitioner's Perspective: Have We Missed the Boat on Planning?', *Public Administration Review*, December 2010 Special Issue, pp. S227-8. [Blackboard]
- Hendrick B. (2010) 'What is Wrong With Advice on Strategic Planning?', *Public Administration Review*, December 2010 Special Issue, pp. S222-3. [Blackboard]
- 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]
- OECD (2009) *Focus on Citizens: Public Engagement for Better Policy and Services*, Paris, OECD, pp. 1-80 [Blackboard]

Means and methods in strategic management

Readings

- Joyce P. (1999) *Strategic Management for the Public Services*, Buckingham, Open University Press, chapters 2, 3, 4, 5, 6 [Text]

- (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> . For your convenience, a copy is also available on Blackboard [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] (Chapter 2 of Bryson's (2004) *Strategic Planning for Public and Non-profit Organizations* is a fuller substitute for this reading).
- 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]
- Nutt P. and Backoff R. (1995) 'Strategy for Public and Third Sector Organizations' *Journal of Public Administration Research and Theory*, Vol 5, No. 2, pp. 189–211. [Blackboard]

The idea of an 'intervention logic' – as opposed to 'politics'/'strategic issues'?

- Baehler K. (2002) 'Intervention Logic: A User's Guide', *Public Sector*, Vol 25, No. 3 pp. 13-19. [Blackboard]
- Ryan B. (2003) *Learning MFO*, Brisbane, Institute of Public Administration, chapter 2 [Blackboard]
- Joyce P. (1999) *Strategic Management for the Public Services*, Oxford, Open University Press, chapter 9 [Text]
- Brown T. (2010) 'The Evolution of Public Sector Strategy', *Public Administration Review*, December 2010 Special Issue, pp. S212-4. [Blackboard]
- Hendrick B. (2010) 'What is Wrong With Advice on Strategic Planning?', *Public Administration Review*, December 2010 Special Issue, pp. S222-3. [Blackboard]

Planning for a Crisis

- Joyce P. (1999) *Strategic Management for the Public Services*, Oxford, Open University Press, chapter 7 [Text]
- McGuire M. and Schneck D. (2010) 'What if Hurricane Katrina Hit in 2020? The Need for Strategic Management of Disasters', *Public Administration Review*, December 2010 Special Issue, pp. S201-207. [Blackboard]

Module 2

The NZ models I: From SRA / KRA to Pathfinder

Readings

- Matheson A., Scanlan G. and Tanner R. (2001) 'Strategic Management in Government: Extending the Reform Model in New Zealand', Wellington, State Services Commission. Download from www.oecd.org/dataoecd/12/10/1902913.pdf
- 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
- 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

SOIs: A case study in (top-down?) formal planning?

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.

Case studies of ‘strategies’

The afternoon 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. We may only be looking at ‘plans’ but what do they tell us about the connectedness, comprehensiveness and efficacy (potential effectiveness) of the strategic thinking going on in public organisations?

Module 3

Long-term Council-Community Plans (LTCCPs): Participatory planning?

Readings

- ***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
- Worrall L., Collinge, C. and T. Bill (1998) Managing Strategy in Local Government, *International Journal of Public Management*, No. 6, pp. 472-93 [Blackboard]
- Lowndes V., Prachett L. and Stoker G. (2001a) 'Trends in Public Participation: Part 1 - Local Government Perspectives', *Public Administration*, Vol 79, No. 1, pp. 205-222 [Blackboard]
- Lowndes V., Prachett L. and Stoker G. (2001b) 'Trends in Public Participation: Part 2 - Citizens' Perspectives', *Public Administration*, Vol 79, No. 2, pp. 445-455 [Blackboard]

Case studies of LTCCPs

Look at selected LTCCPs and assess their quality compared with the ideas covered in the course. Once again, we may only be looking at 'plans' but what do they tell us about the relationship between the councils and their communities and their engagement in strategising?

Discussion of your strategic management case studies

The afternoon session will be given over to discussion of the case studies you prepared for the second assignment.

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 seven 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 and regular learning is necessary between modules (students who leave everything to the last moment rarely achieve at a high level).

Expressed in input terms, on average, the time commitment required usually translates to approximately 150 hours for a 15-point course.

Readings

The required text for the course is:

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

This book 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.
- Bryson J. (2004) *Strategic Planning for Public and Non-profit Organizations; A Guide to Strengthening and Sustaining Organizational Achievement*, 3rd. ed., San Francisco, Jossey-Bass.

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 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" section displays the courses you have access to – select the appropriate link to access the course-specific Blackboard site. Please note that only courses that are actually using Blackboard and have been made available to students by their respective course coordinator will be displayed.

You are recommended to ensure that your computer access to Victoria University's computer facilities, such as MyVictoria and Blackboard, is working BEFORE your course starts. 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.

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

1. Concepts test

Format: 20 terms, each to be defined in ~100 words

Length: Approximately 2,000 words total

Weight: 20% of marks

Distributed: Friday 15 July 2011 (to be confirmed) – via Blackboard

Submission date: Friday 22 July 2011 (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.

2. Case study

Format: (critical) case study as per the instructions below

Length: 500-1000 words

Weight: 20% of marks

Submission date: There is no due date for this assignment but it must be posted to the Wiki section of Blackboard no later than **Thursday 20 October 2011**. You are advised to complete this early in the trimester.

The purpose of this assignment is to have an opportunity to conduct a critical analysis of some aspect of strategic management in your organisation or any other you may be familiar with. It will also give other students to get a sense of what is occurring in organisations other than their own. These case studies will be discussed in the final session of the course.

Remember: strategic management is about outcomes and effectiveness. It is also supposed to be 'real'. What is good/bad in your case study? What was done/not done?

You may work in groups (no more than 4 members – names to be included in the case study). Your case study is to be uploaded to the Wiki section of Blackboard (instructions to be confirmed) before Thursday 20 October 2011.

Be prepared to present and discuss the key points of your case study to the full class on the afternoon of the final module.

Discuss your case as an example of one of the following:

- Strategic planning process within an organisation
- Strategic planning process between organisations
- Strategic planning process with a community
- Implementing a strategic plan
- Crisis planning
- Reviewing and replanning
- Strategising
- Theme of your choice (please confirm with the convenor before proceeding)

3. Essay

Format: Formal analysis presented in essay form

Length: 3,000 words ($\pm 10\%$)

Weight: 60% of marks

Submission date: Monday 24 October 2011 – via Blackboard

Write an essay of 3,000 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 then might the strategic management process look like?
2. "Managing strategically so as to achieve public value" is an emerging idea. What does it mean? What then might the strategic management process look like?
3. What does it mean to say that 'strategising is more important than planning'? Is this even more important if societies are becoming more complex and uncertain?

4. 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?
5. Any variation on the above topics approved in advance by the course convenor.

Quality Assurance 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

Attendance is required at all three modular teaching days.

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

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 (the free email account created for you when you enrol and accessed via the myVictoria student web portal) before the start of the course. Once you have activated your @myvuw.ac.nz email account, if you want to receive these emails at your preferred email address (e.g. your home or work email address), you must modify the settings so all emails sent to it are automatically forwarded to your preferred email address. Please go to www.victoria.ac.nz/its/student-services/FAQs.aspx#Email_Forward for more information.

You are recommended to ensure that your computer access to Victoria University’s computer facilities, such as myVictoria, Blackboard and email, is working BEFORE your course starts. 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.**

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

Find key dates, explanations of grades and other useful information at www.victoria.ac.nz/home/study

Find out about academic progress and restricted enrolment at www.victoria.ac.nz/home/study/academic-progress.aspx

The University's statutes and policies are available at www.victoria.ac.nz/home/about/policy, except qualification statutes, which are available via the Calendar webpage at www.victoria.ac.nz/home/study/calendar.aspx (See Section C).

Further information about the University's academic processes can be found on the website of the Assistant Vice-Chancellor (Academic) at www.victoria.ac.nz/home/about_victoria/avcacademic/default.aspx

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/

Te Pūtahi Atawhai

Maori and Pacific Mentoring Programme

www.victoria.ac.nz/st_services/tpa/index.aspx