

## School of Government

# MMPM 501 PUBLIC MANAGEMENT (15 Points)

Trimester 1 / 2014

## COURSE OUTLINE

---

### Names and Contact Details

**Course Coordinator:** Associate Professor Bill Ryan  
Room RH 801, Level 8, Rutherford House, Pipitea Campus  
Telephone: (04) 463 5848  
Email: [bill.ryan@vuw.ac.nz](mailto:bill.ryan@vuw.ac.nz)

**Administrator:** Darren Morgan  
Room RH 821, Level 8, Rutherford House, Pipitea Campus  
Telephone: (04) 463 5458  
Fax: (04) 463 5454  
Email: [darren.morgan@vuw.ac.nz](mailto:darren.morgan@vuw.ac.nz)

**School Office Hours:** 8.30am to 5.00pm, Monday to Friday

### Trimester Dates

Monday 24 February – Friday 13 June 2014

### Withdrawal from Course

Formal notice of withdrawal must be in writing on a Course Add/Drop form (available from either of the Faculty's Student Customer Service Desks or from the course administrator). Not paying your fees, ceasing to attend lectures or verbally advising a member of staff will NOT be accepted as a formal notice of withdrawal.

1. Your fees will be refunded if you withdraw from this course on or before **Friday 7 March 2014**.
2. The standard last date for withdrawal from this course is **Friday 16 May 2014**. 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**

This course is delivered in a modular format.

<b>Module One:</b>	Tuesday 25 February 2014	8.30am – 6.00pm
<b>Module Two:</b>	Tuesday 29 April 2014	8.30am – 6.00pm
<b>Module Three:</b>	Tuesday 10 June 2014	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. The timetable is available to view on the Victoria University website at [www.victoria.ac.nz/students/study/timetables](http://www.victoria.ac.nz/students/study/timetables).

**Attendance is required at all teaching days**

## **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 six weeks between each module. **Attendance is required at all 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 day of the course and regular learning is also necessary (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 (including class contact time) for a 15-point course.

## **Group Work**

Group work is not required for assessment on this course. However, students are expected to engage and participate fully in class discussion and in commentary and discussion on Blackboard between modules.

## **Materials and Equipment**

No special materials or equipment are required for this course.

## Prescription

An examination of governance and public management in Westminster-derived liberal democracies such as New Zealand, the interdependence of politics and management, the distinctive aspects of public management, the theories and applications and the developments currently emerging.

## Course Learning Objectives

By the completion of this course, candidates will:

- Understand what is meant by the theory and practice of ‘public management’, particularly as understood in the liberal democracies such as New Zealand;
- Understand the directions of and justifications of contemporary developments in public management in these jurisdictions; and
- Be able to apply these to present-day developments in the New Zealand public sector.

## Readings and Blackboard

The required readings for the course are listed below. Please note that students are required to purchase **Hughes, O. (2012) *Public Management and Administration*, 4th ed., Palgrave Macmillan, Basingstoke/New York** as a required text. Copies are available for purchase from VicBooks, the University Bookshop ([www.vicbooks.co.nz](http://www.vicbooks.co.nz)). Other required readings are to be downloaded from the internet or from the course Blackboard site – those provided on Blackboard are identified below.

Note that students are expected to do their first reading of this text before the first module.

**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](http://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.

**NOTE:** Information emailed to you via Blackboard can only be sent to your @myvuw.ac.nz email address (the free email address created for you when you enrol and accessed via the myVictoria student web portal). If you want to receive these emails at your preferred email address (e.g. your

home or work email address), it is **essential** that you activate your @myvuw.ac.nz email address before the start of the course and you 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](http://www.victoria.ac.nz/its/student-services/FAQs.aspx#Email_Forward) for more information.

**It is essential therefore that you set up your computer access to Victoria University's computer facilities, such as myVictoria, Blackboard and email BEFORE the course starts.** If you have any problems, you should contact the ITS Service Desk on (04) 463 5050 or [its-service@vuw.ac.nz](mailto:its-service@vuw.ac.nz). See [www.victoria.ac.nz/its/student-services/](http://www.victoria.ac.nz/its/student-services/) for more information.

## **Course Content**

### ***Note regarding the readings***

*Readings for each of the topics are divided into 'required' and 'further' readings. You must read and digest the required readings – preferably before the relevant module. Further readings allow you to explore particular topics in more detail, by preference or as circumstances demand.*

*All the 'Hughes' readings are from the text. Those marked 'Blackboard' can be downloaded from the Blackboard site. Where a URL is provided, click to download the file.*

*It is recommended you DO NOT print out all these readings. Learning to read off a screen is difficult but an increasingly necessary skill. The expanding range of software with annotation capabilities makes this more and more feasible.*

## **MODULE 1: 'PUBLIC MANAGEMENT': WHAT IT IS, WHERE IT FITS...**

### **The institutional framework**

The set of institutions within which public administration and management are practiced. The topics to be covered in this section of the course are:

- Theories of the state; the common good, the protection and maintenance of well-being, regulation of private interests, and market failure.
- The relationship of government, economy and civil society. Liberal democracy, representative government.
- Westminster model of responsible government; the parliament, the executive, cabinet and the public sector, the role of the public official. The Treaty of Waitangi.
- From public administration to public management – and now to governance?

### ***Required reading***

- Hughes, O. (2012) *Public Management and Administration*, all chapters (if you wish, you can save reading chapter 14 until later in the course)
- Cabinet Office, DPMC (2008) Cabinet Manual, Wellington, pp. 1-6 and Chapter 3 (you should also read Chapters 1 & 2 for background). The Manual can be downloaded from [www.cabinetmanual.cabinetoffice.govt.nz/](http://www.cabinetmanual.cabinetoffice.govt.nz/)

### Further Reading

- See the SSC series of documents on Principles, Conventions and Practice Guidance Series. The SSC website at [www.ssc.govt.nz/display/document.asp?NavID=114&DocID=5798](http://www.ssc.govt.nz/display/document.asp?NavID=114&DocID=5798) says that these documents are now regarded as out-of-date. That may be true in relation to some particulars but in general they are still relevant. The following documents are available on Blackboard:
  - “The Constitutional Setting”
  - “The Public Service and the Government”
  - “The Public Service and the Public”
  - “The Public Service and the Treaty of Waitangi”
  - “The Public Service Employee”
  - “The Senior Public Servant”

### **The Treaty of Waitangi and government in New Zealand (Guest Lecturer: Aroha Mead)**

The significance of the Treaty in government and governing in New Zealand, the articles and the principles, its implications for public management and particularly those flowing from Wai 262.

### Required reading

- *He Tirohanga o Kawa ki te Tiriti o Waitangi* (A Guide to the Principles of the Treaty of Waitangi) is maintained on the TPK website at [www.tpk.govt.nz/en/in-print/our-publications/publications/he-tirohanga-o-kawa-ki-te-tiriti-o-waitangi/](http://www.tpk.govt.nz/en/in-print/our-publications/publications/he-tirohanga-o-kawa-ki-te-tiriti-o-waitangi/). In particular, read the section detailing the principles, namely, the ‘Principles of the Treaty as expressed by the Courts and the Waitangi Tribunal’ downloadable from [www.tpk.govt.nz/en/in-print/our-publications/publications/he-tirohanga-o-kawa-ki-te-tiriti-o-waitangi/download/tpk-treatyprinciples-2001-en.pdf](http://www.tpk.govt.nz/en/in-print/our-publications/publications/he-tirohanga-o-kawa-ki-te-tiriti-o-waitangi/download/tpk-treatyprinciples-2001-en.pdf)
- Durie, M. (2004) 'Public Sector Reform, Indigeneity and the Goals of Māori Development'. Paper delivered to the Commonwealth Advanced Seminar, Wellington, 17th February (Blackboard).
- Waitangi Tribunal (2011) *Ko Aotearoa Tēnei: A Report into Claims Concerning New Zealand Law and Policy Affecting Māori Culture and Identity. Te Taumata Tuatahi* (summary report), Read the 'Introduction' and Chapter 9 'Conclusion'. Download from [https://forms.justice.govt.nz/search/Documents/WT/wt\\_DOC\\_68356054/KoAotearoaTeneiT1W.pdf](https://forms.justice.govt.nz/search/Documents/WT/wt_DOC_68356054/KoAotearoaTeneiT1W.pdf)  
The full report in two volumes can be downloaded from [https://forms.justice.govt.nz/search/Documents/WT/wt\\_DOC\\_68356416/KoAotearoaTeneiT2Vol1W.pdf](https://forms.justice.govt.nz/search/Documents/WT/wt_DOC_68356416/KoAotearoaTeneiT2Vol1W.pdf) and [https://forms.justice.govt.nz/search/Documents/WT/wt\\_DOC\\_68356606/KoAotearoaTeneiT2Vol2W.pdf](https://forms.justice.govt.nz/search/Documents/WT/wt_DOC_68356606/KoAotearoaTeneiT2Vol2W.pdf)

### Further reading

- Look at the section on the Treaty of Waitangi on the NZ history on-line site at [www.nzhistory.net.nz/category/tid/133](http://www.nzhistory.net.nz/category/tid/133)
- Ministerial Advisory Committee on a Māori Perspective (1986) *Puaote-Ata-tu*. Ministry of Social Welfare. Download from [www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1988-puaoteatatu.pdf](http://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1988-puaoteatatu.pdf)
- Ministry of Social Welfare (1994) *Te Punga: Our Bicultural Strategy for the Nineties* (English version). Download from [www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1994-tepungaenglish.pdf](http://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/archive/1994-tepungaenglish.pdf)

## **‘Public management’: A conventional sketch of the field**

The topics to be covered in this section of the course are:

- Ethics, values and integrity
- Machinery of government, organisational type, form, structure and control
- Human resource management, capability, leadership and change
- Results, strategic planning and the authorising environment (including stakeholders)
- Budgeting and financial management
- Implementation and delivery
- Regulation
- e-government
- Outsourcing, third party provision, contracts and partnerships
- Performance monitoring and evaluation
- Reporting and accountability

### *Required reading*

- Hughes (2012) *Public Management and Administration*, all chapters (except ch. 14)
- Dobel, J. (2005) ‘Public Management as Ethics’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- Check the resources available at [www.ssc.govt.nz/integrityandconduct](http://www.ssc.govt.nz/integrityandconduct) . Read *Code of Conduct for State Services* (2007). Download from [www.ssc.govt.nz/upload/downloadable\\_files/Code-of-conduct-StateServices.pdf](http://www.ssc.govt.nz/upload/downloadable_files/Code-of-conduct-StateServices.pdf)  
Te reo Maori version from [www.ssc.govt.nz/upload/downloadable\\_files/State\\_Services\\_Code\\_of\\_Conduct-Te\\_Reo\\_Maori.pdf](http://www.ssc.govt.nz/upload/downloadable_files/State_Services_Code_of_Conduct-Te_Reo_Maori.pdf)
- SSC (2007) *Reviewing the Machinery of Government*, Wellington. Download from [www.ssc.govt.nz/upload/downloadable\\_files/reviewing-mog.pdf](http://www.ssc.govt.nz/upload/downloadable_files/reviewing-mog.pdf)  
Also examine the material at [www.ssc.govt.nz/mog](http://www.ssc.govt.nz/mog) . Look at the list at [www.ssc.govt.nz/state\\_sector\\_organisations](http://www.ssc.govt.nz/state_sector_organisations)
- Meier, K. and Hill, G. (2005) ‘Bureaucracy in the Twenty-First Century’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- Ingraham, P. (2005) ‘Striving for Balance: Reforms in Human Resource Management’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- Denis, J-L., Langley, A. and Rouleau, L. (2005) ‘Rethinking Leadership in Public Organisations’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- Rubin, I. and Kelly, J. (2005) ‘Budget and Accounting Reforms’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- OECD (2005) *Modernising Government: The Way Forward*, OECD, Paris. Ch. 5 “The Use of Market-type Mechanisms to Provide Government Services” (Blackboard)
- Dahler-Larsen, P. (2005) ‘Evaluation and Public Management’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).



### Further reading

- Gill D. (2002) 'New Zealand', in OECD, *Distributed Public Governance: Agencies, Authorities and Other Government Bodies*, Paris, OECD. (Blackboard). You will also find interesting and current material on the SSC website at [www.ssc.govt.nz/mog](http://www.ssc.govt.nz/mog)
- OECD (2005) *e-government for Better Government*, OECD, Paris. Chapters 1 & 2 (Blackboard)
- Budd L. (2007) 'Post-bureaucracy and reanimating public governance: A discourse and practice of continuity?' *International Journal of Public Sector Management*, Vol. 20 No. 6, 2007, pp. 531-547 (Blackboard)
- Morris J. and Farrell C. (2007) 'The 'post-bureaucratic' public sector organization. New organizational forms and HRM in ten UK public sector organizations', *The International Journal of Human Resource Management*, Vol. 18, No. 9, pp. 1575 — 1588 (Blackboard)
- OECD (2001) *Public Sector Leadership for the 21st Century*, Paris, OECD (pp. 1-56) (Blackboard)
- Look at the SSC website and the Leadership Capability Profile at [www.ssc.govt.nz/leadership-capability-profile](http://www.ssc.govt.nz/leadership-capability-profile) . You can read about the chief executive competency profile at [www.ssc.govt.nz/ce-competency-profile](http://www.ssc.govt.nz/ce-competency-profile)
- Mulgan G. and Lee A. (2001) *Better Policy Delivery and Design*, UK Cabinet Office, London, pp. 1-22. (Blackboard)
- Herbert, R. (2009) 'Implementing Government Strategies for Complex Social Problems'. *Policy Quarterly*, 5(3): 50-57 (Blackboard).
- APSC (2009) *Policy implementation through devolved government*, Canberra. Download from [www.apsc.gov.au/publications-and-media/archive/publications-archive/devolved-government](http://www.apsc.gov.au/publications-and-media/archive/publications-archive/devolved-government)
- 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)
- Hodge G. and Greve C. (2007) 'Public – Private Partnerships: An International Performance Review', *Public Administration Review*, May/June, pp. 545-558 (Blackboard)

## MODULE 2: PUBLIC MANAGEMENT IN NZ – FROM PAST TO PRESENT

### The recent history of public management in New Zealand

The history of public management in this country from the 1980s until 2010 (2010 onwards will be treated as 'the present' in module 2). Topics:

- The 'NZ model of public management'
- The emergence of doubts: Schick and the Review of the Centre
- 'Managing for outcomes', 'whole of government' and 'integrated service delivery'

### Required reading

- SSC (1998) "New Zealand's State Sector Reform: A Decade of Change", Wellington. Download from [www.ssc.govt.nz/display/document.asp?docid=2384&PageType=toc&displaytype=pf](http://www.ssc.govt.nz/display/document.asp?docid=2384&PageType=toc&displaytype=pf)
- Boston J., Martin J., Pallot J. and Walsh P. (1996), *Public Management: The New Zealand Model*, Auckland, Oxford University Press, chapter 2 (Blackboard)
- Schick A. (1996) *The Spirit of Reform: Managing the New Zealand State Sector in a Time of Change*, Wellington. Download from [www.ssc.govt.nz/display/document.asp?docid=2845](http://www.ssc.govt.nz/display/document.asp?docid=2845)
- Ministerial Advisory Group (2001) *Report of the Advisory Group on the Review of the Centre*, Wellington. Download from [www.ssc.govt.nz/display/document.asp?docid=2776](http://www.ssc.govt.nz/display/document.asp?docid=2776)

- DPMC, TPK, SSC, TSY (2003) *Managing for Outcomes: Guidance for Departments*, Prepared by the Steering Group for the Managing for Outcomes Roll-out 2004/05, Wellington. Download from [www.ssc.govt.nz/mfo-guidance-04/05-rollout](http://www.ssc.govt.nz/mfo-guidance-04/05-rollout)
- TSY, SSC (2005) *Planning and Managing for Results – Guidance for Crown Entities*, Wellington. Download from [www.ssc.govt.nz/upload/downloadable\\_files/planning-and-managing-for-results-crown-entities-guidance.pdf](http://www.ssc.govt.nz/upload/downloadable_files/planning-and-managing-for-results-crown-entities-guidance.pdf)
- DPMC, TPK, SSC, TSY (2004) *Getting Better at Managing for Shared Outcomes*, Guidance prepared for the Managing for Outcomes Programme Office for Outcomes Roll-out 2005/06, Wellington. Download from [www.ssc.govt.nz/upload/downloadable\\_files/mfso-guidance.pdf](http://www.ssc.govt.nz/upload/downloadable_files/mfso-guidance.pdf)
- Go to Treasury’s webpage *Guidance and Instructions on the Public Sector Performance and Financial Management System*’ [www.treasury.govt.nz/publications/guidance](http://www.treasury.govt.nz/publications/guidance) and explore. In particular, explore ‘Strategic Intentions and Statements of Intent’ [www.treasury.govt.nz/publications/guidance/strategy](http://www.treasury.govt.nz/publications/guidance/strategy)  
Also ‘Treasury (2006) *A Guide to the Public Finance Act*, Wellington. Download from [www.treasury.govt.nz/publications/guidance/publicfinance/pfaguide/guide-pfa.pdf](http://www.treasury.govt.nz/publications/guidance/publicfinance/pfaguide/guide-pfa.pdf)

#### Further reading

- Scott G. (2001) *Public Management in New Zealand*, Centre for Law and Economics, ANU, Canberra, ‘Foreword’, ‘Preface’ and chapters 1-3. (Blackboard)
- The Standards Board (2001) “First Report”. Download from [www.ssc.govt.nz/display/document.asp?docid=2330&pageno=2#P29\\_1346](http://www.ssc.govt.nz/display/document.asp?docid=2330&pageno=2#P29_1346)
- The Standards Board (2002) “The Ethos of the State Sector Report, as at 30 June 2002”. Download from [www.ssc.govt.nz/display/document.asp?docid=2856&PageType=toc&displaytype=pf](http://www.ssc.govt.nz/display/document.asp?docid=2856&PageType=toc&displaytype=pf)
- Ryan B. (2003) *Learning MFO: Managing for Outcomes – The Queensland Case*, Institute of Public Administration Australia, Queensland, Brisbane. (Blackboard)
- Pathfinder website <http://io.ssc.govt.nz/pathfinder/> . Click on ‘Guidance’ to go to the ‘Building Blocks’, ‘Learning Documents’ and ‘Supporting Documents’. All of these are worth downloading and reading (the ‘Lessons Learned’ document provides a useful overview).
- SSC (2008) *Factors for Successful Coordination – A Framework to Help State Agencies Coordinate Effectively*, Wellington. Download from [www.ssc.govt.nz/upload/downloadable\\_files/successful-coordination-framework.pdf](http://www.ssc.govt.nz/upload/downloadable_files/successful-coordination-framework.pdf)
- Ryan B. (2011) ‘Getting in the Road: Why outcome-oriented performance monitoring is underdeveloped in New Zealand’, in Gill D. (ed.) *The Iron Cage Recreated: The Performance Management of State Organisations in New Zealand*, Wellington, Institute of Policy Studies, pp. 447-470. (Blackboard)
- DPMC, TPK, SSC, TSY (2003) *Learning from Evaluative Activity: Enhancing Performance through Outcome-focussed Management*, Wellington. Download from [www.ssc.govt.nz/upload/downloadable\\_files/Learning from Evaluative Activity.pdf](http://www.ssc.govt.nz/upload/downloadable_files/Learning_from_Evaluative_Activity.pdf)
- 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](http://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](http://www.ssc.govt.nz/upload/downloadable_files/performance-measurement.pdf)
- See the section on ‘Reporting and Review’ on the Treasury website [www.treasury.govt.nz/publications/guidance/reporting](http://www.treasury.govt.nz/publications/guidance/reporting) . In particular, read ‘Preparing the Annual Report: Technical and Process Guide for Departments’ and ‘Guidance and Requirements for Crown Entities: Preparing the Annual Report 2011’



## **The present**

The present view of public management in New Zealand as discussed by different authors.

### *Required reading*

- Duncan G. and Chapman J. (2010) 'New Millennium, New Public Management and the New Zealand Model', *The Australian Journal of Public Administration*, vol. 69, no. 3, pp. 301–313. (Blackboard)
- Lodge M. and Gill D. (2011) 'Toward a New Era of Administrative Reform? The Myth of Post-NPM in New Zealand', *Governance*, Vol. 24, No. 1, pp. 141–166. (Blackboard)

### *Further reading*

- Ryan, B. and Gill, D. (eds) (2011) *Future State: Directions for Public Management in New Zealand*. Wellington, Victoria University Press, especially chapters 1, 7, 8, 9, 10, 11

## **‘Transforming the State Sector’**

This is the umbrella label being used to capture all the changes underway at present. Go to the SSC website at [www.ssc.govt.nz/transforming-the-state-sector](http://www.ssc.govt.nz/transforming-the-state-sector) and browse. Ensure you acquire an overall familiarity with this site and the matters covered. Some elements will be explored in detail shortly.

## **The Performance Improvement Framework (PIF)**

An important initiative underway for the last three years focused on developing organisations from within.

### *Required reading*

- For background on this initiative go to the SSC website at [www.ssc.govt.nz/pif](http://www.ssc.govt.nz/pif) . Read the framework, core guides and other resources documents; in particular, read ‘Core Guide 3: Getting to Great’ at [www.ssc.govt.nz/pif-core-guide-3](http://www.ssc.govt.nz/pif-core-guide-3).
- Read at least two of the reports listed on [www.ssc.govt.nz/pif-reports-announcements](http://www.ssc.govt.nz/pif-reports-announcements) (because of progressive improvements in the PIF process I recommend you read some of the more recent reports rather than the earlier ones)
- Te Kawa, D. and Guerin, K. (2012) ‘Provoking Debate and Learning Lessons it is early days, but what does the Performance Improvement Framework challenge us to think about?’, *Policy Quarterly*, Vol. 8, No. 4, pp. 28-36  
<http://igps.victoria.ac.nz/publications/files/5d5f8b0f0e2.pdf>
- Additional readings may be provided prior to this session.

## **The ‘Better Public Services’ initiative**

The main strand of development underway in New Zealand at present.

### *Required reading*

- For background and details of the Advisory Group report, background and cabinet documents and recent activities, go to [www.ssc.govt.nz/better-public-services](http://www.ssc.govt.nz/better-public-services)
- First and most importantly, read the Advisory Group report [www.ssc.govt.nz/sites/all/files/bps-report-nov2011\\_0.pdf](http://www.ssc.govt.nz/sites/all/files/bps-report-nov2011_0.pdf) and the government’s ‘10 result areas [www.ssc.govt.nz/bps-results-for-nzers](http://www.ssc.govt.nz/bps-results-for-nzers)
- Next most important are the BPS Papers presented to cabinet [www.ssc.govt.nz/bps-cab-papers-minutes](http://www.ssc.govt.nz/bps-cab-papers-minutes) and the cabinet minute recording decisions on these papers [www.ssc.govt.nz/sites/all/files/bps-2339521.pdf](http://www.ssc.govt.nz/sites/all/files/bps-2339521.pdf)

- Read all the papers in the August 2012 issue of *Policy Quarterly*, Vol. 8, No. 3 (August) 2012 <http://igps.victoria.ac.nz/publications/publications/show/332>
- Read the State Sector Amendment Act 2013 at [www.legislation.govt.nz/act/public/2013/0049/latest/DLM4598805.html](http://www.legislation.govt.nz/act/public/2013/0049/latest/DLM4598805.html) and the Public Finance Amendment Act 2013 at [www.legislation.govt.nz/act/public/2013/0050/latest/DLM5326005.html?src=qs](http://www.legislation.govt.nz/act/public/2013/0050/latest/DLM5326005.html?src=qs)  
You can read an early overview of the (then proposed) changes in the Parliamentary Briefing paper at [www.ssc.govt.nz/sites/all/files/ssrpf-pre-introduction-briefing.pdf](http://www.ssc.govt.nz/sites/all/files/ssrpf-pre-introduction-briefing.pdf) . You will also find brief overviews at [www.ssc.govt.nz/node/8522](http://www.ssc.govt.nz/node/8522)

### **Local government reform**

Local government is as important as central government in governing a nation. Key aspects of local government and some of the most important developments in that sector in NZ in recent years including creation of unitary councils.

#### *Required reading*

- Explore the Local Government New Zealand (LGNZ) website at [www.lgnz.co.nz/](http://www.lgnz.co.nz/) especially the section on ‘Local Government in New Zealand’.
- Explore the local government website DIA [www.localcouncils.govt.nz/](http://www.localcouncils.govt.nz/)
- Explore the Better Local Government reform agenda – the central government perspective [www.dia.govt.nz/better-local-government](http://www.dia.govt.nz/better-local-government)

#### *Further reading*

- Local government arrangements in Auckland [www.localcouncils.govt.nz/lqip.nsf/wpg\\_url/Policy-Local-Government-Legislation-Local-Government-Arrangements-in-Auckland?OpenDocument](http://www.localcouncils.govt.nz/lqip.nsf/wpg_url/Policy-Local-Government-Legislation-Local-Government-Arrangements-in-Auckland?OpenDocument)
- Royal Commission on Auckland Governance. Key materials including the reports are archived on the National Library site at <http://ndhadeliver.natlib.govt.nz/ArcAggregator/arcView/IE1055203>
- Cheyne, C. (2011) ‘Local political leadership in transition: Lessons from the new Auckland City Council’. Paper presented to the ACELG Local Government Researchers Forum, Dec 14-15. Download from [www.acelg.org.au/sites/default/files/Leadership%20C%20Cheyne.pdf](http://www.acelg.org.au/sites/default/files/Leadership%20C%20Cheyne.pdf)
- Martin Jenkin’s (2011) Review of the Wellington Regional Strategy, at [www.wrs.govt.nz/assets/WRS/Publications/Review-of-the-Wellington-Regional-Strategy-May-2011.PDF](http://www.wrs.govt.nz/assets/WRS/Publications/Review-of-the-Wellington-Regional-Strategy-May-2011.PDF)

## **MODULE 3: PUBLIC MANAGEMENT: THE FUTURE – AN INTERNATIONAL PERSPECTIVE**

### **Public management in developing and non-Anglo-American-Australasian countries**

A brief overview of public administration and management in western European and Asian jurisdictions.

#### *Required reading*

- Hughes O. (2012) *Public Management and Administration*, Chapter 14.
- Proeller, I and Schedler, K. (2005) ‘Change and Continuity in the Continental Tradition of Public Management’. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).

### *Further reading*

- Mathiasen D. (2005) 'International Public Management'. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).

### **Public management as creation of public value**

An idea popularised by Mark Moore that has taken hold of thinking in several jurisdictions.

### *Required reading*

- Kelly, G., Mulgan, G. and Muers, S. (2002) *Creating Public Value*, London, Strategy Unit. (Blackboard)
- Bennington, J. and Moore, M. (2011) 'Public Value in Complex and Changing Times'. In Bennington, J. and Moore, D. (eds) *Public Value: Theory and Practice*. Basingstoke, Palgrave Macmillan (Blackboard)

### *Further reading*

- Bennington, J. and Moore, M. (eds) (2011). *Public Value: Theory and Practice*. Basingstoke, Palgrave Macmillan (Library).
- Moore, M. (1995) *Creating Public Value*. Cambridge, Massachusetts: Harvard University Press (Library).
- Louise Horner, Rohit Lekhi, Ricardo Blaug (2006) *Deliberative democracy and the role of public managers*, Final report of The Work Foundation's public value consortium – November 2006 (Blackboard)

### **Public management as 'governance'**

'Governance, governance, everywhere'. What this term might mean and how it signals an important shift in thinking about governing and public management.

### *Required reading*

- Hughes, O. (2012) *Public Management and Administration*, chapter 6
- Osborne, S. (2006) 'The New Public Governance?' *Public Management Review*, 8(3): 377-387. (Blackboard)
- Ryan, B. (2010) A Mood for Change? Ideas for Public Management Renewal in New Zealand. Discussion paper prepared for the Public Service Association, Wellington, November (Blackboard)
- de Leon, L. (2005) 'Public Management, Democracy and Politics'. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).

### *Further reading*

- Kooiman J. (1999) 'Social-political governance: Overview, reflections and design', *Public Management Review*, Vol. 1, No 1, pp. 67 — 92 (Blackboard)
- Rhodes R. (1996) 'The New Governance: Governing without Government', *Political Studies*, XLIV, pp. 652—667 (Blackboard)
- Peters GB (2004) 'Governance and Public Bureaucracy: New Forms of Democracy or New Forms of Control?' *The Asia Pacific Journal of Public Administration*, Vol. 26, No 1, June, pp. 3-15. (Blackboard)

- OECD (2001) *Citizens as Partners: Information, Consultation and Public Participation in Policy-Making*, Paris, OECD (pp. 1-77) (Blackboard)
- Osborne, S. (ed) (2010) *The New Public Governance? Emerging perspectives on the theory and practice of public governance*. Abingdon, Oxon: Routledge. (Library)

### **Digital governance**

The introduction of electronic technologies into government and the implications for theory and practice in public administration and management. Avoiding technological determinism and understanding ICT as enablers.

#### *Required reading*

- Hughes, O. (2012) *Public Management and Administration*, chapter 13
- Dunleavy, P., Margetts, H., Bastow, S. & Tinkler, J. (2006). 'New public management is dead – Long live digital era governance'. *Journal of Public Administration Research and Theory*. 16(3), 467-494. (Blackboard)
- Lips, M. (2011) 'E-government is dead – Long live networked governance? Fixing system errors in the NZ public management system'. In Ryan, B. and Gills, D. (eds), *Future State: Directions for Public Management in New Zealand*. Wellington, Victoria University Press. (Blackboard)
- Coursey, D. & Norris, D.F. (2008) 'Models of eGovernment: Are They Correct? An Empirical Assessment', *Public Admin Review* 68(3): 523-536. (Blackboard)
- Meijer, A. (2011) 'Networked Coproduction of Public Services in Virtual Communities: From a Government-Centric to a Community Approach to Public Service Support', *Public Admin Review*, Vol. 71(4): 598-607. (Blackboard)
- Linders, D. (2012) 'From e-government to we-government: Defining a typology for citizen coproduction in the age of social media', *Government Information Quarterly* 29(4): 446–454. (Blackboard)

### **Networks, collaboration, participation and coproduction**

Particular developments aligned with the shift towards 'governance'.

#### *Required reading*

- Hughes (2003) *Public Management and Administration*, Chapter 8.
- Ryan, B. (2010) 'A Mood for Change? Ideas for Public Management Renewal in New Zealand'. Discussion paper prepared for the Public Service Association, Wellington, November (Blackboard)
- Klijn, E-H. (2005) 'Networks and Inter-organizational Management'. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- Bovaird T. (2007) "Beyond Engagement and Participation: User and Community Coproduction of Public Services", *Public Administration Review*, Sep/Oct. (Blackboard)

#### *Further reading*

- Alford, J. (2007), *Engaging public sector clients: from service delivery to co-production*. Houndmills, Basingstoke, Palgrave Macmillan.
- Ryan, B. (2012) 'Co-production: Option or Obligation?', *Australian Journal of Public Administration*, vol. 71, no. 3, pp. 314–324 (Blackboard).

## The Future of Public Management?

Wrapping up with some visions of the future

### Required reading

- Bogason, P. (2005) 'Post-Modern Public Management'. In E. Ferlie, L. Lynn and C. Pollitt (eds) *The Oxford Handbook of Public Management*. Oxford, Oxford University Press (see Blackboard for instructions on accessing this reading).
- OECD (2000) *Government of the Future*, Paris, OECD, pp. 1-88 (Blackboard)
- Bourgon J. (2009) 'Serving Beyond the Predictable' Keynote Address to the CISCO Public Services Summit December, Stockholm, Sweden. (Blackboard)
- Robert B. Denhardt R. and Denhardt J. (2000) "The New Public Service: Serving Rather than Steering, *Public Administration Review*, November/December, Vol. 60, No. 6 (Blackboard)

## Assessment

Please note the following:

- All assignments are to be posted to Blackboard in Word (.doc or .docx) format. For those students new to Blackboard, instructions will be provided before the assignment is due.
- In all cases, files are to be named according to the following convention: <yourname>\_501\_conceptstest1' or '...\_conceptstest2' or '...\_essay' as appropriate.
- All assignments are to have a front page showing the course code and name, the name of the assignment – and if the essay, the essay topic typed in full – your name and student number.
- Note the emphasis placed on avoiding plagiarism, even if inadvertent because of inadequate referencing. You may use either the author/year system or the notes system. For those unfamiliar with referencing techniques, you will find a useful 'quick guide' at [www.chicagomanualofstyle.org/tools\\_citationguide.html](http://www.chicagomanualofstyle.org/tools_citationguide.html)

This course requires that each student complete three items of assessment:

1. **Concepts test 1:** approximately 2,000 words (20%), **distributed on Monday 3 March 2014 and due on Monday 10 March 2014.**
2. **Concepts test 2:** approximately 2,000 words (20%), **distributed on Monday 5 May 2014 and due Monday 12 May 2014.**
3. **Essay:** 3,000-4,000 words (60%), **due on Friday 13 June 2014.**

The details are as follows:

### 1. Concepts test 1

Prior to each module, students will be provided with an extensive list of 'learning outcomes', a list of concepts expressed in the form of a question, each of which should be regarded as a necessary learning outcome for the course. 20 of these items will be selected for the concepts test and students are to provide a 100 word answer. The concepts test will be distributed via Blackboard and students have 7 days in which to complete the assignment. Answers are to be submitted via Blackboard by the due date (see above).

### 2. Concept test 2

As per concepts test 1.

### 3. Essay

Students are to select one of the topic questions below and write an essay of 3,000-4,000 words. To be submitted via Blackboard by the due date (see above).

**Note that each of these topics requires you to critically analyse a question based on evidence and/or authority, come to a conclusion and mount an argument to that effect.**

- i. In which ways does 'new public management' (NPM) differ from traditional 'public administration' (PA)? What can be argued to be some major strengths of NPM compared with PA? What about major weaknesses?
- ii. Some public management authors argue that jurisdictions in the Western world are moving towards a 'governance' approach. What are the major points made by these authors and do their arguments seem to be valid?
- iii. What is the central government initiative known as 'Better Public Services'? What is it supposed to be achieving? Is the sector (or organisation) in which you work seem to be making progress towards these goals?
- iv. Select one or two of the main issues confronting public administration and management in your jurisdiction/level of government? What seems to be their causes? What could or should be done to deal with them?

**Students should keep a copy of all submitted work.**

### **Penalties**

The ability to plan for and meet deadlines is a core competency of both advanced study and public management. Failure to meet deadlines disrupts course planning and is unfair on students who do submit their work on time. It is expected therefore that you will complete and hand in assignments by the due date. Marks 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.

### **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](http://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](http://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](http://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.**

## **Mandatory Course Requirements**

In addition to obtaining an overall course mark of 50 or better, students must submit or participate in all pieces of assessment required for this course.

If you cannot complete an assignment or sit a test or examination, refer to [www.victoria.ac.nz/home/study/exams-and-assessments/aegrotat](http://www.victoria.ac.nz/home/study/exams-and-assessments/aegrotat) .

You are also expected to attend each module. If for some reason you are unable you are required to contact the course coordinator as soon as possible and **definitely** before the module. You will

probably be asked to complete an additional piece of written work to demonstrate you have achieved the learning objectives set for the module.

## **Communication of Additional Information**

All communication with students coming from the course coordinator will come through myVictoria and Blackboard. Note the information and advice provided at the beginning of this document.

## **School of Government Service Standards**

Good learning and teaching outcomes for students in School of Government courses depend on many factors, including open, transparent and accountable relationships between teaching and support staff, and students in their various activities. The following service standards indicate some of the key expectations that teaching staff and students can have of each other. In all cases, they represent what the School believes should be 'normal' practice; exceptional circumstances can and will be negotiated as required.

Please note that there are University-wide policies relating to assessment – including rights of review and appeal. Details may be found in the Assessment Handbook (which is reviewed and updated from time to time – [www.victoria.ac.nz/about/governance/dvc-academic/publications](http://www.victoria.ac.nz/about/governance/dvc-academic/publications)).

In general terms, any concerns that a student or students may have should be raised with the course coordinator in the first instance. If that course of action is not appropriate, the School's programme support staff will direct you to the relevant Programme Director/Coordinator.

*Standards relating to staff timeliness of responses to email and phone queries:*

- Email or phone queries from students will be responded to in 48 hours

*Standards relating to availability of course materials:*

- Students on modular or intensive courses will usually have course materials at least 4 weeks before the course starts
- Students on weekly courses will usually have course materials available on the first day of the course

*Standards relating to attendance:*

- It is expected that students will attend all contact teaching sessions for a course. If a student is aware that they will be unable to attend part of a course prior to it commencing, they are required to advise the course coordinator. In such a situation, the student may be declined entry into the course.
- Where a course coordinator approves some non-attendance before the class commences, the course coordinator may set additional item(s) of assessment of learning and teaching objectives for the course for students unable to attend. Advice relating to the submission and assessment of any such additional assessment will be provided by the course coordinator.

*Variations to the assessment details provided in the course outline:*

- Any variation to the assessment details in the course outline will be formally agreed between the course coordinator and students at the earliest possible time, preferably at the beginning of the course.

*Standards relating to assignments – turnaround and feedback:*

- Unless otherwise agreed between students and the course coordinator, items of assessment will be marked within 15 working days of submission.
- Comments on pieces of assessment will allow students to understand the reasons for the mark awarded, relative to the teaching and learning objectives specified in the course outline, and will usually include advice on how the student can improve their grades in future assignments.

## **Student Feedback**

Student feedback on University courses may be found at [www.cad.vuw.ac.nz/feedback/feedback\\_display.php](http://www.cad.vuw.ac.nz/feedback/feedback_display.php) .

## **Link to General Information**

For general information about course-related matters, go to [www.victoria.ac.nz/vbs/studenthelp/general-course-information](http://www.victoria.ac.nz/vbs/studenthelp/general-course-information) .

## **Note to Students**

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 academic audit. The findings may be used to inform changes aimed at improving the quality of VBS programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.

\*\*\*\*\*