

POGO8062 PUBLIC SECTOR MANAGEMENT

Fifth Draft 2 June

- Term:** Semester 2, 2009
- Course Dates:** 20 July – 25 September
- First Session:** Tuesday 21 July
- Lecture Time:** Tuesdays 3.30-5.00 PM
- Lecture Location:** tba
- Tutorial Times:** Thursday 2.00 – 3.30 PM or 4.00-5.30
- Tutorial Location:** tba
- Convenor:** Dr Peter Larmour
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Course Objectives and Summary

The course introduces students to some key concepts in the study and reform of public sector management. It is aimed at students from different national backgrounds who have some experience working in the public or non-government sectors. Some the topics are presented in a general way, from first principles, drawing on examples from many countries while others start from the Australian experience, and put it in a broader comparative context. The course is intended to form the basis for more advanced study and research in the Master of Public Administration or Master of Public Policy. The course also aims to help students develop skills in critical reading, presentation, research and essay writing.

An outline of the main concepts considered and how they have been used is set out in the table below. The issues around 'Public Policy' are dealt with in Ann Nevile's Diploma course POGO 8090.

Course Structure, Timetable and Dates

This course will be taught over 10 weeks and consists of a one-and-a-half- hour lecture and tutorial each week.

The first lecture will be on Tuesday 21 July at 3.30 PM

The first tutorials will be on Thursday 23 July. Please register BEFORE attending.

Lecture Topics (10)

Introduction and framework
Terms and what they imply
Ministers and officials
Forms of coordination
Public Choice
Public Financial Management
New Public Management
Governance and Networks
Capacity and Failure
Emerging Issues and Research Directions

Lectures will be recorded in Camtasia (which records a soundtrack to the PowerPoint presentation) and put on the Wattle site (formerly WebCT)

Tutorial Registration

You will need to register tutorial sessions online via Wattle (formerly WebCT). Log on to Wattle and register from Monday 20 July on the homepage of this course.

Learning Outcomes

After successfully completing this course you will be able to clearly and confidently:

1. understand some key concepts, ideas, theories and terminology associated with public sector management;
2. relate these to different national contexts, and your own experience of government
3. conduct independent research after careful assessment of the academic worth of sources;
4. analyse written resources with a critical awareness of bias and conflicting perspectives;
5. contribute to academic debate and discussion with peers;
6. use information technology to work efficiently and to locate academic resources.

Concepts in the course

Concept	<u>Administration</u>	<u>Bureaucracy</u>	<u>Management</u>	<u>Public Policy</u>	<u>Public Choice</u>	<u>Governance</u>
Period of use	Very old	From C18	C19-20	Post 1945	Since 1970s	1990s
Issues it addresses	Carrying out instructions of others	Public office as an autonomous, self seeking source of power	Directing and changing large enterprises	Introducing rationality and expertise into government	Relative efficiency of public and private sectors	Growth of private sector and NGOs in delivery of services
Problems it identifies	Interpretation, Lines of responsibility	Lack of accountability responsibility democracy	Leadership, Resistance, human factors	Lack of data, Failures to implement	Expansion, rigidity, oversupply (bureau shaping)	Complexity Ungovernability
Typical questions	What does the law say?	How do we regain control?	How to bring about change?	What is the plan? Where is the evidence?	What motivates officials?	Is anyone in charge?
Typical remedies	Regulation and adjudication	Public and parliamentary oversight and enquiries	Restructuring, Retraining, New ideas, Consultants	More research and expertise More public participation	Privatisation, Contracting out, Competition, Vouchers	Networking, rankings transparency

Course Program

Topic and Readings	Lecturer	Lecture 3.30-5.00	Tutorial Thursday pm	
1.	Introduction and framework	Larmour	21 Jul	23 July
	Hughes, O (2003) 'The Traditional Model of Public Administration' in <i>Public Management and Administration</i> London: Palgrave Chapter 3			
2.	Terms and what they imply	Larmour	28 Jul	30 Jul
	Dunsire, A., (1973) <i>Administration; the Word and the Science</i> Chapter 1 Oxford: Martin Robertson pp 1-17			
	Allison, G., (1986) 'Public and Private Management: Are they fundamentally Alike in all Unimportant Aspects' in S. Lane, ed <i>Current Issues in Public Administration</i> New York: St Martins Press pp 184-200			
	Rhodes, R (1997) <i>Understanding Governance</i> (Chapter 3) Milton Keynes: Open University Press pp 46-60			
3.	Ministers and officials	Wanna	4 Aug	6 Aug
	Wilson, Woodrow 1992 [1887]. 'The Study of Public Administration' in Jay M. Shafritz and Albert C. Hyde (eds.) <i>Classics of Public Administration</i> . 3 rd edition. Calif.: Brooks/Cole pp.11-24.			
	Rohr, John A. (1989). <i>Ethics for Bureaucrats: An Essay on Law and Values</i> . New York: Marcel Dekker. Chapter 1 (pp.21-41).			
	Gordon, George (1992). <i>Public Administration in America</i> . 4 th edition. (Chapter 3) New York: St. Martin's Press. pp.48-71.			
	Mulgan, R. (1998), 'Politicisation of senior appointments in the Australian Public Service' <i>Australian Journal of Public Administration</i> 57 (3) 3-15			
4.	Forms of Coordination	Larmour	11 Aug	13 Aug
	Polanyi, K., (1944) <i>The Great Transformation</i> (Chapters 4 and 5) New York Rinehart pp 43- 67			
	Williamson, O., (1973) 'Markets and Hierarchies: Some Elementary Considerations' <i>The American Economic Review</i> 63(2) pp 316 325			
	Colebatch, H and P Larmour, (1993) <i>Market Bureaucracy and Community: A Student's Guide to Organisation</i> London: Pluto pp 17-37			
	Salamon, L., and H. Anheimer (1998) Social Origins of Civil Society: Explaining the Nonprofit sector Cross Nationally' <i>Voluntas: International Journal of Voluntary and Nonprofit Organizations</i> 9(3): 213- 247			
5.	Public Choice	Dowding	18 Aug	20 Aug
	Bendor, J (1990) 'Formal Models of Bureaucracy: A Review' in Naomi B. Lynn and Aaron Wildavsky eds <i>Public Administration: The State of the Discipline</i> , Chatham House, pp. 373-417			
	Dunleavy, P (1991) <i>Democracy, Bureaucracy and Public Choice</i> Chs. 6-7 Hemel Hempstead: Harvester pp 147-209			
	Dowding, K. (1995) <i>The Civil Service</i> .(Chapters 4-5) London: Routledge, pp 52-107			

6.	Public Financial Management	Rosalky	25 Aug	27 Aug	<p>Wanna, John (1999) 'Budgeting and Financial Management' in O'Faircheallaigh, C. <i>et al.</i> (eds) <i>Public Sector Management in Australia</i>, Melbourne: Macmillan</p> <p>Wanna, John <i>et al.</i> (2000) 'Is Public Expenditure Better Managed Now?', in <i>Managing Public Expenditure in Australia</i>, Sydney: Allen & Unwin</p> <p>Chan, Matthew <i>et al.</i> (2002) 'Australia' in <i>OECD Journal of Budgeting</i>, Vol 1(4). OECD, (2001), <i>OECD Best Practices for Budget Transparency</i>, Paris, May</p>
7.	New Public Management	Wanna	1 Sept	3 Sept	<p>Minogue, M. (1998), 'Changing the state: concepts and practice n the reform of the public sector' in M. Minogue, C. Polidano and D. Hulme (eds), <i>Beyond the New Public Management</i> Cheltenham: Edward Elgar, pp17-37</p> <p>Davis, Glyn and Rhodes, RAW (2000) From Hierarchy to Contracts and Back Again: Reforming the Australian Public Service' in Keating, M., Wanna, J. and Weller, P. (eds) <i>Institutions on the Edge? Capacity for Governance</i>, Sydney: Allen & Unwin</p> <p>Halligan, John (2004) 'The Australian Public Service: redefining the Boundaries', in Halligan, John (ed) <i>Civil Service Systems in Anglo-American Countries</i>, UK: Edward Elgar</p>
8.	Governance and Networks	Larmour	8 Sep	10 Sep	<p>Loffler, E., (2003) 'Governance and Government: Networking with external stakeholders' in Bovaird T. and E Loffler (eds), <i>Public Management and Governance</i>, London: Routledge, pp163-174</p> <p>Kjaer, A., (2004) <i>Governance</i> Cambridge: Polity pp 19-58</p> <p>Provan, K, and P. Kenis (2007) Modes of Network Governance: Structure, Management and Effectiveness <i>Journal of Public Administration Research and Theory</i> 18:229-252</p>
9.	Capacity and Failure	Wanna and Larmour	15 Sep	17 Sep	<p>Grindle, M and M. Hildebrand (1995) 'Building Sustainable Capacity in the Public Sector: what can be done' <i>Public Administration and Development</i> 15:441-463</p> <p>Fukuyama, F. (2004) 'The Missing Dimensions of Stateness' in <i>State Building: Governance and World Order in the 21st Century</i> Cornell University Press pp 1-91</p>
10.	Emerging Issues and Research Directions	Wanna and Larmour	22 Sep	24 Sep	<p>O'Toole, Jr. L.J., (2000) 'Research on Policy Implementation: Assessment and Prospects' <i>Journal of Public Administration Research and Theory</i>, 10 (2): 263-288</p> <p>Migdal, J. (2001) <i>State in Society: Studying How States and Societies Transform and Constitute One Another</i> (Chapter 8) Cambridge University Press pp 231-264</p> <p>Olsen, J. (2005) 'Maybe its Time to Rediscover Bureaucracy' <i>Journal of Public Administration Research and Theory</i> (16): 1-24</p>

Assessment Tasks

The **Report** on class presentations involve the student choosing a topic from weeks 3-9, preparing a 1 page handout, leading a small group discussion, and writing up the main issues arising from the discussion. The written up report should deal with at least two of the tutorial questions for that topic and reflect the student's own experience, and the experience of other students in the discussion (1,000 words, worth 20%, due one week after the discussion).

The **Analysis** involves using concepts from the course to identify issues and problems in a particular agency, sector, or country the student is familiar with. The aim is to demonstrate understanding of the meaning or meanings of the concept, how it relates to other concepts, how and why it is used, and its relevance to the student's own experience and the particular circumstances of the country, sector or agency. . (1,500 words worth 30% due at the end of week 10)

The **Reform Proposal** should be written in the form of an essay, with the aim of persuading a government that it needs to implement particular changes in public sector management. The reform might involve the relationship between ministers and officials, the introduction of more market-like forms of coordination, changes to budget processes, or the use of networks, or any other concept considered in the course. It should explain the reasons for advocating the reform, and anticipate and deal with arguments that might be made against it. It should be written in a way that is comprehensible to non-specialists (for example, political leaders or others the student might have to convince). The proposal should draw on material presented in the course, and additional research by the student and include at least 6 references to academic articles and book chapters, and at least 3 references to 'grey' literature of government or international organisation reports. (2,000 words worth 50% due by the end of semester)

Tutorial questions

Week 1 Introduction and Framework

What are the main elements of the 'traditional' model?

In which agencies, sectors and countries is the traditional model still strong? Why?

What's wrong (and right) with the traditional model?

Is there a third model, neither traditional nor new?

Week 2 Terms and What they Imply

Identify instances of 'administration', 'management' and 'governance' in an agency, sector or country you are familiar with.

What aspects of government do the words 'administration' and 'management' and 'governance' draw attention to, and what aspects do they downplay or ignore?

Why are new words needed?

What kinds of changes are being advocated by people who use a particular word or phrase?

Which terms do you favour, and why?

Student presentations start here

Week 3 Ministers and Officials

How can bureaucratic organisations be brought under democratic control?

Which positions in government should be held by elected, rather than appointed officials?

What changes should take place in a bureaucracy when a country becomes a democracy?

Should there be more or less control by politicians over officials?

Has the power of politicians over bureaucracies increased or decreased in an agency, sector or country you are familiar with? Why?

Week 4 Forms of Coordination

Why have governments intervened to regulate markets?

How do theories about bureaucracy explain why governments may not be good at regulating the market?

Why are some services provided by the market and some by governments and some by NGOs?

Should there be more or less use of each of these forms of coordination in an agency, sector or country you are familiar with? Why?

Week 5 Public Choice

In what ways does the public choice approach differ from other approaches to understanding the public sector and in what ways is it similar?

Why did the public choice approach become influential?

Use the assumption that public servants are self interested maximisers to describe aspects of the behaviour of officials in an agency, sector or country you are familiar with.

What policies might follow from the public choice analysis of bureaucracy?

Week 6 Public Financial Management

Why have governments become interested in budget reform?

Identify and evaluate examples of reforms of financial management reform in an agency sector or country you are familiar with.

What are the implications of financial management reform for the everyday work of public sector managers?

Week 7 New Public Management

In what ways does the NPM approach differ from the traditional model of public administration, and in what ways is it similar?

Identify and evaluate examples of the application of NPM in an agency, sector or country you are familiar with

Why has the NPM approach become so influential? How has it spread?

How would NPM affect the everyday work of a public servant? What would he or she do differently? What skills would he or she need?

Week 8 Governance and Networks

In what ways does the governance approach differ from the traditional model of public administration, and in what ways is it similar?

How can governments influence events without controlling them directly?

Identify and assess the role of policy networks in a sector or country you are familiar with.

How would a governance approach affect the everyday work of a public servant? What would he or she do differently? What skills would he or she need?

Week 9 Capacity and Failure

How would you assess and improve the capacity of an agency, sector government or you are familiar with?

What is meant by 'the state', and how can states 'fail'?

How much does capacity depend on features of the government and how much does it depend on its environment and circumstances?

How do concepts such as administration, management and governance help us understand why some states seem to have greater capacity than others?

Student presentations end here

Week 10 Emerging Issues

What kind of research on public management would be most useful to an agency, sector or country that you are familiar with?

Identify two issues from your experience of government (as an official, or client) that are not well explained by the terms or ideas we have used in this course.

Identify two new public sector management issues that are likely to face a particular sector, or government you are familiar with in the next few years.

Some Key Journals (in alphabetical order)

Asian Journal of Public Administration
Governance
International Public Management Journal
International Review of Administrative Sciences
Journal of Policy Analysis and Management
Journal of Public Administration Theory and Research
Journal of Public Policy
Policy Studies Journal
Public Administration
Public Administration and Development
Public Administration Review
The Australian Journal of Public Administration

Submission of Written Work

Written assignments should be submitted in two forms:

A hard copy, with a signed cover sheet to the Program Administrator.

An electronic copy submitted through the www.turnitin.com site (hotlinked from the course Wattle site), and all work is screened using *Turnitin's* Originality Reports. Students are able to view the reports on their drafts before final submission. Full details on the use of *Turnitin* in POGO are available on the main POGO Wattle site.



Course ID: **XXXXXX**
Password: **XXXX** (*all lowercase letters*)

Crawford School Policies and Information

Grades

The following descriptors are used as a guide to determination of grades.

Designated Grade	Verbal Description
High Distinction (HD) 80+	Exceptional performance indicating complete and comprehensive understanding of the subject matter; genuine mastery of relevant skills; demonstration of an extremely high level of interpretative and analytical ability and intellectual initiative; and achievement of all major and minor objectives of the subject.
Distinction (D) 70-79	Excellent performance indicating a very high level of understanding of the subject matter; development of relevant skills to a very high level; demonstration of a very high level of interpretive and analytical ability and intellectual initiative; and achievement of all major and minor objectives of the subject.
Credit © 60-69	Good performance indicating a high level of understanding of subject matter; development of relevant skills to a high level; demonstration of a high level of interpretive and analytical ability and achievement of all major objectives of the subject; some minor objectives not fully achieved.
Pass (P) 50-59	Satisfactory performance indicating an adequate understanding of most of the basic subject matter; partial development of relevant skills; adequate interpretive and analytical ability and achievement of all major objectives of the subject; failure to achieve some minor objectives
Fail (N) 49 and below	Unsatisfactory performance indicating an inadequate understanding of the basic subject matter; failure to develop relevant skills; insufficient evidence of interpretive and analytical ability; and failure to achieve major and minor objectives of the subject.

Policy on extensions and late submissions

Extensions can only be given by the convenor before the due date. Presentation of a certificate from a medical practitioner or from the ANU Counselling Centre is required. Part-time students requesting extensions due to pressure of work need to provide email and phone contact details for their work supervisor. Late submission, without approved extension, will incur a penalty of 5% a day.

Referencing requirements

Students are required to reference all words/ideas and opinions of others, using the Harvard in-text referencing style.

Descriptions of this referencing style can be found at:

The Policy and Governance Style Guide (available on the Policy and Governance Main Wattle site)

Style manual for authors, editors and printers. 6th ed. 2002, John Wiley & Sons, Milton, Qld. (popularly known as the AGPS Style Manual)

Please note the change in the Style Guide in January 2006. Students who began their studies prior to this can, if preferred, use the previous APSEG Style Guide, which is also that in

Bartlett, A., Holzknrecht, S. and Cumming Thom, A., 1999. *To Hit the Ground Running: preparing students for graduate study*

Help with referencing is available from the Academic Skills Advisors.

Student responsibilities

Student feedback on and formal evaluation of the course

All courses will be evaluated by the University's Centre for Educational Development and Academic Methods (CEDAM).

Enrolment

It is the student's responsibility to ensure that they are correctly enrolled in each subject and that the subjects are correct for their course of study. Students should confirm their subject enrolment details online.

Attendance

Regular attendance at all sessions is expected.

Email

All information updates from the program and the School, and most University communication is made through email using the ANU student email address, which is studentnumber@anu.edu.au (eg u1234567@anu.edu.au). If you wish to forward your ANU email to another address please go to <https://olams.anu.edu.au/>

Announcements made through email are deemed to be made to the whole class.

Academic Honesty

The following is an extract from the ANU's Code of Practice for Student Academic Honesty, which can be found at

http://info.anu.edu.au/policies/Codes_Of_Practice/Students/Other/Academic_Honesty.asp

Students should all make themselves aware of the Code.

Any work by a student of the Australian National University must be work:

That is original

That is produced for the purposes of a particular assessment task

That gives appropriate acknowledgement of the ideas, scholarship and intellectual property of others insofar as these have been used.

It is the responsibility of each individual student to ensure that:

they are familiar with the expectations for academic honesty both in general, and in the specific context of particular disciplines or courses
work submitted for assessment is genuine and original
appropriate acknowledgement and citation is given to the work of others
they declare their understanding of and compliance with the principles of academic honesty on appropriate *proformas* and cover sheets as required by the academic area, or by a statement prefacing or attached to a thesis
they do not knowingly assist other students in academically dishonest practice.

All breaches, careless or deliberate, are addressed. Careless breaches are addressed through academic penalties, such as deduction of marks and resubmission. Deliberate breaches are subject to action under the *Discipline Rules* of the ANU (<http://www.anu.edu.au/cabs/rules/discipline.html>).

Penalties for a deliberate breach may include failing the piece of work involved, failing the course, or having candidature terminated.

Students are reminded that Academic Skills Advisors are available to help with learning the conventions of appropriate academic acknowledgement, and for understanding the use of *Turnitin*.

Authority of this course outline

The information given in this course outline is not normally subject to change. However, if there is a need for any change to the information in this document, it will be made by the convenor only if the agreement of staff and a majority of students has been obtained; and if written advice of the change is then forwarded to each student either to their student email address or in class and via Wattle.