International Centre for Public Service Management

Public Policy and Management

Research Group

Annual Report 2015
CONTENTS

1. Introduction 3

2. NBS Research Plan 2015-20 4

3. Purpose and Objectives 5

4. Group Structure and Interests 6

5. Review of Activity 2015 7
   • Central and Local Government Unit
   • Health and Social Care Unit
   • Emergency Services Unit

6. Outputs 14
   • Academic Journal Articles
   • Editorials
   • Books
   • Book Chapters
   • Conference proceedings
   • Reports
   • Professional Journal Articles
   • Websites and media

Appendices 19

A. External Scholarly and Professional Contributions
B. Conferences Seminars and Symposiums supported in 2015
1. Introduction

The Public Policy and Management Research Group is the research group within the International Centre for Public Service Management at NBS. It is one of the smaller of the eight research centres within Nottingham Business School, although its membership expanded in 2015 as some recent appointments to faculty joined the group. In 2015 the group grew from 5 to 9 research active core members, although it worked with an extensive network of associates, visiting scholars and collaborators both within NTU and in the wider academic and practitioner community. These associates contributed hugely to the group’s outputs and to its influence in both academia and to the practice of public services.

As in previous years, the group was greatly assisted in their efforts to develop an international dimension to their projects by Professor Ileana Steccolini from Bocconi Business School who is the NBS Visiting Professor of Public Management. Professor Steccolini is also the leader of the Accounting and Accountancy Special interest Group of the International Research Society for Public Management. This is the oldest and the largest SIG of the IRSPM.

The 9 ‘core’ members of the group, in 2015 were:-

Mr Peter Murphy, Chair of the Public Management and Governance Research Group.

Professor Harry Barton, Director of Research at NBS and Chair of NBS Research Strategy Group.

Professor Malcolm Prowle Joint Chair Health and Social Care Research Unit.

Dr Donald Harradine, Joint Chair Health and Social Care Research Unit.

Dr Martin Jones, Chair Central and Local Government Research Unit.

Dr Sara Pass, Human Resource Management Division.

Dr Phil Considine, Strategic Management Division.

Dr Rupert Matthews, Marketing Division.

Dr Michael Hewitt, Economics Division.

In October 2015 a long standing member of the group Professor Malcolm Prowle left the Business School to become the Professor of Performance Management at University of Gloucestershire.
The group’s activity was restructured in 2013 to help facilitate the Business Schools submission for the 2014 Research Excellence Framework under the Business and Management Assessment Unit and in 2015 it was reviewed again as part of the school-wide review prior to the Business Schools application for accreditation by the Association to Advance Collegiate Schools of Business (AACSB). The application for AACSB accreditation was submitted in December 2015.

As in previous years, the group has reviewed the long-term ambitions and objectives of the group, not least to prepare for the 2020 REF, to reflect contemporary issues in public management, and to embrace the new NBS Research Plan 2015-20. We have also taken into account recent changes in the groups’ personnel, the resources available to the group and the opportunities for future applied and operational research open to its members.

Although, the next section of this report, outline the NBS strategic plans for the future, and the groups purpose and structure, this annual report is primarily concerned with the activity of the group in the past year 2015. The groups research audit and research strategy for 2015-2020 are contained in the appropriate complementary reports available from NBS.


In July 2014, the Business School approved the NBS Research Plan 2014-19, and in September 2015, it produced the 2015-2020 updated successor. Both plans articulate the School’s intention to increase the level of research capability during this period in terms of both quality and outputs and build on the success of the REF 2014 results.

NBS Strategic Aims for Research.

During the period 2015-20 NBS intend to increase its research power to a level that will result in a REF2020 submission of 45+ faculty (FTE) with an average GPA of 3.0+, complemented by 6 impact case studies. To achieve this ambitious aim the school intends to set and agree research targets within the faculty which will be measured and benchmarked against competitor institutions.

The following drivers will be used to achieve these outputs:

D1: Adopting a recruitment and retention policy that targets and focuses on the development of Early Career Researchers (ECRs), increasing the output of our mid-career researchers and maintaining the targeted recruitment of professors into strategic research areas.

D2: Effectively managing performance through recognising both excellence and under-performance during the six monthly PDCR process. This will be informed through the
Individual Research Reviews (IRRs) submitted by NBS research faculty (Appendix 2). For professors this will be supported through incentives linked to effective performance criteria.

D3: Ensuring adequate time is made available for research engaged faculty to deliver both research outputs and grant capture.

D4: Targeting qualified staff (doctoral) for appointment within the School

Alongside these drivers designed to facilitate implementation of the strategic aims of NBS research are a number of more specific initiatives. These include:

• Implementing the Doctoral programmes review that has brought the DBA in line with the NBS research group’s research interests.

• Linking research outputs to the annual PDCR of all core faculty, with clear thresholds for professors, readers and other faculty who have been given research hours through IRR.

• Strengthening the research groups by targeted investment in Research Associates’ to boost their capability for output and grant capture. This will be combined with asking and holding accountable the research groups to successfully attract major research grants and outputs.

• The introduction of a one day annual NBS research conference, to report and celebrate research achievements.

3. Purpose and Objectives.

As stated earlier the Public Policy and Management Research Group has reviewed its purpose and objectives so as to remain current and relevant to the Schools aims and objectives for research. The groups purpose for 2016 are to:

• Provide a focus for the scholarly activities and a distinctive research identity for public management and governance research within Nottingham Business School.

• Provide a catalyst for organisational, staff and curriculum development in public management.

• Generate interest and financial support for research and other scholarly activity in public management.

• Promote, disseminate and support the research of members, their collaborators and associates.

• Facilitate the creation of public value and optimise the social impact and influence of the research and activities of its members.
- Facilitate interdisciplinary collaborations, within Nottingham Business School, across Nottingham Trent University and in the wider academic community interested in the theory and practice of public management.

The latest objectives of the group therefore acknowledge and embrace the five primary areas of future focus articulated in the NBS Research Strategy 2015-2020. The current objectives are:-

- To facilitate the creation of public value and optimise the social impact of our research on the teaching, theory and practice of public management inside and outside of NBS.

- To maintain the current applied and operational research focus without inhibiting new initiatives or missing significant opportunities.

- Implement a strategy for the development of research into public policy, administration and management.

- To maintain and develop the external profile of the group and maintain inter-disciplinary and international collaborations with identified individuals and institutions.

- To make an appropriate contribution to meeting the ambitions of the NBS Research Plan and the NBS submission to the 2020 REF.

- To expand research capacity through grant-related activity, consultancy contracts and engagement with funding providers.

Following an audit of activity in 2015 a new research strategy has been produced to guide the groups’ activities in period up to the 2020 REF.

4. Group Structure and Interests

The Public Management and Governance Research Group is currently structured around 3 areas of interest, which are defined as ‘projects’ and these are detailed below. One of the projects has two complementary work streams and the current research activity is articulated on the groups’ dedicated pages on the new NTU Research website with the home page being accessed via the following link http://www.ntu.ac.uk/apps/research/groups/22/home.aspx/group/143523/overview/public_management_and_governance_research_group
Each of the three ‘projects’ have their own webpages with links off the PPMRG ‘home’ page.

**Central and Local Government**

http://www.ntu.ac.uk/apps/research/groups/22/home.aspx/project/151627/overview/central_and_local_government

**Health and Social Care**

http://www.ntu.ac.uk/apps/research/groups/22/home.aspx/project/144078/overview/health_and_social_care

**Emergency Services**

http://www.ntu.ac.uk/apps/research/groups/22/home.aspx/project/144079/overview/emergency_services

The structure and content of all of the webpages have recently been updated to ensure their currency and we anticipate the latest revisions will become ‘live’ early in the new year.

5. **Review of Activity 2015.**

The group has had a relatively productive year in terms of publications and scholastic outputs (see section 7 below), although, in common with many other research teams in NTU and further afield, this year will see a knock-on effect from colleagues bringing forward publications that were required for the REF submission. Nevertheless the number ‘intellectual contributions’ reported by the team for the AASCB accreditation exercise averaged 35 per group member and this was the highest of the research groups in NBS. The main publications for this year are listed in Section 6.

The group continues to support a number of national and international academic conferences and particularly (although not exclusively) those conferences or panels relating to public management. Group members either individually or collectively were actively involved in organising panels, debates or the conference programme at the JUC Public
Administration Committee conference (PAC); at the British Academy of Management (BAM) conference (and its Public Management Special Interest Group); at the Journal of Finance and Management of Public Service (JFMPS) conference, at the International Society for Public Management Conference and at the International Journal of Emergency Services (IJES) conference. The full list of conferences supported by core members of the group is given in Appendix B.

Wherever possible and subject to the constraints of the peer review assessment process adopted for academic conferences, members attending conferences try and provide multiple contributions in terms of papers and presentations, particularly to the conferences mentioned above. Group members have also provided numerous papers and presentations at professional practitioner conferences and have published extensively in professional and institutional publications.

The group runs an annual series of internal research seminars which is integrated with the annual Accountancy and Finance Division seminar series co-ordinated by Dr Harradine. This maintained the number of seminars (10) from previous years and helped to increase attendance and interest at the seminars. In 2015 the group produced a special edition of the Journal of Finance and Public Services Management from this seminar series, with all the papers being led by NBS members contributing their first academic publications. The special edition was edited by Don Harradine and Pete Murphy.

As with other research groups the results of the 2014 Research Excellence Framework, the new Strategic Plan for the University and the new NBS Research Strategy have had a considerable influence on the groups’ activity. In addition to individual research outputs, the group have spent a considerable amount of this year in primary field work, an increasing number of research consultancies and building the research foundations of potential impact case studies for the School to consider during preparations for the 2020 REF. All three sub-units or projects within the group have shaped their activity over the last year to face these challenges.

**Central and Local Government Unit**

The Central and Local Government team led by Martin Jones continued to diversify its interests and investigations. Prior to 2013 it was primarily concerned with investigating performance management in the public services and in particular the strategic intervention in local government by central government that was a notable feature of the previous labour governments tenure in the UK.

Following the economic recession, the election of the coalition government and the appointment of Visiting Professor Ileana Steccolini, new projects assessing the financial and organisational resilience of local government both as a response to the current era of austerity and in the post-recession long term have been developed and added to the units’
The project was initiated by a small grant from CIMA in February and this year the work has attracted new collaborators from within the UK, as well as international collaborators. This has led to a further current application for support from CIMA.

In November 2015 NBS hosted the third annual research seminar and workshop of the SIG on a theme “Bridging the Gap between Theory and Practice”. The workshop was a ‘working’ or development event as well as a networking event. The number of participants was capped at 40, with delegates attending from nine countries. The first day was addressed by a number of prominent practitioners from the UK, on the theme of the workshop.

Practitioners and past presidents from the Chartered Institute of Public Finance Accountants and the Chartered Institute of Management Accountants attended as did the Head of the Local Service Division of the National Audit Office, and a senior policy office responsible for research from the Local Government Association. A keynote address from Professor Lee Parker, the editor of Audit Accounting and Accountability Journal.

In 2015 there were three inter-related work streams investigating these issues, from which the group also hope to be able to fashion an impact case study relating to Public Assurance and Value for Money in locally delivered public services for the 2020 REF.

**Workstream 1. International comparisons of local authority financial and organisational resilience.** This project investigates the financial and organisational resilience in local government and municipalities through a number of international comparisons. The work is organised around, and enjoys contributions from, members of the Accounting and Finance SIG of the IRSPM. Professor Steccolini is the leader of this group and Martin Jones and Pete Murphy are members. Conference and journal contributions have been complemented by the recent commission of a book from the group.

**Workstream 2. Public assurance, financial sustainability and performance management regimes for public services.** Between 2001 and 2010 a centralized system performance management and strategic intervention for local government was developed by local and central government in England. This was gradually replaced by a self-regulated peer review system since from 2010. This project is investigating the performance of the alternative systems both in England and further afield and compares the performance of the local government regime with that of other sectors such as Health, Criminal Justice and Emergency Services. In February 2015, Pete Murphy was approached by Newcastle University to help to provide a pre-election briefing for the National Audit Office on value for money issues in locally delivered public services. This developed into a major report to the NAO on the public assurance and value for money risks across the services provided by local authorities, the police, health and social care and fire and rescue services. This report was delivered in July and formed the basis for multiple presentations and papers this year, a number of which are in the publishing pipeline.
Workstream 3. The development of the Strategic State. This project investigates performance improvement and infrastructural support arrangements for public services. It investigates the performance of the systems and the agencies delivering ‘improvement support’ to local authorities. It is focused around the membership of the European Group for Public Management Strategic Management SIG (led by Professors Paul Joyce and Anne Drumaux). Recent developments have been interpreted and analysed using the OECD’s concept of the Strategic State and alternative theoretical conceptions including Public Value and New Public Service Theory. This year two papers from the group were presented at the conference in August.

Finally in November, a NBS seedcorn funding bid from Michael Hewitt as Principal Investigator, with Pete Murphy and Martin Jones, as co-investigators, to review the development of public assurance in the UK and in particular the establishment of the Centre for Public Scrutiny was approved for commencement in January 2016.

Health and Social Care Research Unit

This project has, in the past had two overlapping groups and communities of interest. The first work stream under the joint direction of Professor Malcolm Prowle and Dr Donald Harradine has a long term interest in Health and Social Care and in particular the budgeting and financial arrangements of the NHS and social care. A second work stream, has emerged around the promotion and delivery of Health and Wellbeing following the implementation of the 2012 Health and Social Care Act. However, the work streams have always overlapped in terms of interests and personnel and with the departure of Professor Malcolm Prowle in October 2015, the opportunity has been taken to create a single team. The team now have two ongoing major projects together with a number of smaller related projects.

The largest project is examining the decision making pathway that precedes Accident and Emergency Department attendances at the Queens Medical Centre in Nottingham. Accident and Emergency overload is a national and local problem and the team were originally commissioned by the local NHS in Nottingham to investigate its long term causes and make recommendations for change. The team reported on Phase 1 of the investigations in February 2015, when the research commissioners, indicated they would like additional work specifically into the use of A&E by Generation Y as part of their wider programme for Transforming South Nottinghamshire healthcare.

The scope and focus of the research was therefore integrated into the wider programme and agreed in May but this also required further multiple ethical approvals. To avoid further delay the work was divided into the two parallel work streams requiring different ethical approvals. The first, involved multiple focus groups and commenced in October, while the second consists of interviews with General Practitioners, ED consultants and clinical staff together with clinicians and managers in associated agencies such as NEMS, the 111 services
and the Ambulance Trust and these were commenced in November 2015. It is anticipated that field work will now be complete in March 2016.

In April 2015, a project brief and contract was agreed with the County and District Councils together with the CCG and the Sherwood Forest Hospitals Trust for Pete Murphy and Don Harradine to evaluate the **ASSIST collaborative venture in Mansfield** via a research consultancy. This was originally to evaluate a pilot project aimed at speeding up hospital discharges at the Kings Mill hospital in Mansfield. The project and report were presented at the end of June and a presentation made to the commissioning partners. The project has since won or been shortlisted for multiple national and regional awards and features as good practise on NHS and local government websites.

As a result the commissioners requested a more extensive evaluation to assess the full year impact of the scheme, from April 2015 to March 2016. Data gathering, monitoring and project management were put in place and Nicola Lambert has joined the research team for the 2016 phase of the project.

As delays in Hospital discharges and inappropriate attendances in Accident and Emergency departments are two of the biggest challenges facing the NHS and the wider health and social care systems in England it is hoped that these two projects and related initiatives may be developed together with related projects into a potential impact case study for the 2020 REF.

In addition to these two major projects, there have also been a number of shorter or smaller projects commenced or undertaken in 2015.

In January, Don and Malcolm submitted their ACCA funded research report on International Healthcare systems. Sara Pass was successful in her application for 2014/15 seedcorn funding to investigate the barriers to the integration of health and social care entitles putting families at the centre”. In March, Malcolm and Roger Latham’s proposal for a report on creating a Value for Money culture in public service organisations was accepted with the report being delivered in October 2015. Malcolm’s latest book (with Mike Lucas of the OU) entitled Management and Accounting in Contemporary Business was published in October while Michael Hewitt had two chapters published in a Sage Handbook on Research Management.

In November, a NBS seedcorn funding bid from Bernadette Downes as Principal Investigator, (with Pete Murphy and Don Harradine, as co-investigators), to evaluate the impact of two schemes relating to the treatment of vulnerable people in the night time economy of Nottingham was approved for commencement in 2016, subject to ethical approval.

Finally in December, following his graduation in November, Phil DaSilva, (the author of the NHS Atlas of variation in Healthcare) was invited by Phil Considine, Alison Smith and others to discuss the possible establishment of a centre for the study of variations in Healthcare
Emergency Services Research Unit

This project also has two overlapping groups and communities of interest. The **Police and Criminal Justice** team under the direction of Professor Harry Barton the Director of Research at NBS; and the **Fire and Rescue Services** team led by Peter Murphy. Both teams are interested in the policy governance and delivery of individual services and they share a joint interest in the interoperability of the emergency services and national and local resilience arrangements.

The teams also share many collaborative partners with research interests across the emergency services, both within NTU, and in the Public Management Special Interest Groups of the British Academy of Management (led by Professor Barton) and the International Research Society for Public Services Management.

Research into the Police and Criminal Justice system under Harry Barton continued to develop the analysis of recent reforms to the management of police forces following the elections the 41 new **Police and Crime Commissioners** and Police Panels in late 2012. These new arrangements took over responsibility for overseeing local policing policy and scrutiny from the former Police Authorities. This was one of the most radical changes to the governance of local constabularies for many years and in 2015, the Conservative election manifesto and subsequently in the autumn, a public consultation from the Home Office, the Department of Health and the DCLG proposed extending their powers together with greater collaboration and integration of the three main emergency services.

In addition to his interest in Governance and Accountability in the Police Forces in the UK and Europe, Professor Barton also continued his long term interest in the application of **‘Lean’ management approaches to policing**. The first outputs of the 2014/2015 seedcorn funded project with Rupert Mathews were presented to two conferences over the summer as were outputs from his projects on the Abu Dhabi police force and the levels of trust for the police across Europe.

The **Fire and Rescue Services** research programme formed the basis of one of the three ‘Impact Case studies’ that was submitted as part of the NBS submission to the Business and Management C19 Unit of Assessment of the 2014 Research Excellence Framework. The case study was entitled ‘From Buildings to People: A new regulatory regime for Fire & Rescue Services’ and the challenge in 2015 was to build on these foundations, in order to develop a further potential impact case study for the 2020 REF.

In February 2015 (as mentioned above) Pete Murphy was approached to provide a series of pre-election briefings for the NAO, two parts of which were to report on the state of public assurance and value for money in the fire and rescue and in the police services. The final report was submitted in July 2015, but during the course of its production, in April 2015 a post-devolution comparative study of the performance management and value for money
regimes in Scotland and England was commenced with colleagues from the University of Nottingham.

In April the NAO also advised that they were considering a national study on the financial sustainability of Fire and Rescue Services and requested advice on the scoping and content of the study. The study was commenced after the general election and Pete was invited to act as the independent expert advisor. The study resulted in two reports, that formed the basis (together with the earlier wider report), of a House of Commons, Public Accounts Committee, pre-hearing into the Fire and Rescue Services performance in England in November 2015.

In addition to these major projects, there have also been a number of shorter or smaller projects commenced or undertaken in 2015. Formal responses were submitted in March to the consultation from the Shadow Fire Minister on the restructuring options for FRS in England. Interim (May) and final reports (October) were submitted on the research consultancy on the Nottinghamshire FRS Strategic Needs Assessment. In June the group contributed to the Operational Assessment and Fire Peer Challenge of the Nottinghamshire FRS. In November we produced our response to the Home Office/DoH/DCLG consultation on “enabling closer working between the emergency services” which elicited a number of requests for presentations of its contents to professional conferences.

Finally in November, a NBS seed corn funding bid from Tom Spencer as Principal Investigator, (with Pete Murphy and Jo Hayden from Nottinghamshire FRS, as co-investigators), to review the ‘Statements of Assurance’ produced by the Fire and Rescue Services in England was approved for commencement in January 2016.

D). Interdisciplinary or ad hoc initiatives in 2015

In addition to our major internal projects, the group have sought wherever possible to assist in other projects across NBS and NTU. We have provided seminars and presentations to other research groups; advised and contributed to grant applications, strategies and potential research projects. We have provided key contacts and /or introductions, arranged research consultancies, contributed to conferences and seminars, and acted as coaches and mentors to early career researchers. The following is just a few examples of specific projects.

The Central and Local Research Group continue to maintain close working arrangements with the Social Policy Group that is led by James Hunter in Social Science and contribute to the annual Alternative Futures Research Conference organised by Dr James Hunter and Dr Oliver Harrison.

In April to June 2015 Martin Jones and Pete Murphy provided a short research consultancy/service evaluation to Nottinghamshire County Council on their pilot project relating to the roll out of the use of tablet technology in the council.
The group have been assisting Will Rossiter and members of the Economic Strategy Research Bureau (ESRG) on their applications to join the BIS Research and Evaluation framework panel which was successful in all three categories for which they applied. Pete has been assisting with the evaluation of the extension of the Nottingham Tram, and a draft of the final report was sent to the City Council in December 2015.

Pete and the Bureau have continued to contribute to research grant applications and local and national debates around the devolution of economic development and transport powers to ‘combined authorities’ and the wider debate about the devolution of powers to the ‘core cities’. He contributed to the workshop on the feasibility study by the RSA of the potential for a ‘place based’ think tank centred on Nottingham and contributed to two interdisciplinary consortiums across NTU targeting grants from the Urban Living call of the EPSRC that were both submitted in November 2015.

6. Published Outputs 2015

Academic Journal Articles


Editorials


Books


Book Chapters


Reports


Conference proceedings


HARRADINE, D., MURPHY, P. and PROWLE, M.J., 2015. Accident and emergency services: an examination of the decision making processes that result in A&E attendances as opposed to alternative care and diagnostic options, Alternative Futures Conference, Nottingham Trent University, Nottingham, 25th February 2015. Nottingham.


MURPHY, P., 2015. Public assurance and value for money in police, healthcare, and fire and rescue services. 10 December 2015 University of Salford, Manchester.


MURPHY, P., FERRY, L. and HOWKINS, S., 2015. A multi-sectoral appraisal of the governance, leadership, and strategic alignment of locally delivered public services in England under the Coalition


Websites and other media publications


MURPHY, P., 2015. 999 service-merging plans will lead to police domination and destroy trust in firefighters. Aylesbury: Verdant Media Limited.

MURPHY, P., 2015. Plans to merge fire and police services have dodged proper scrutiny: putting police in charge of firefighters could lead to neglect of emergency services – something the sham public consultation failed to mention. London: Guardian News and Media.
Appendix A.

**Scholarly and Professional Contributions.**

**Professor Harry Barton**
Chair Public Management and Governance Special Interest Group of the British Academy of Management
Member Profit and non for profit panel of the American Academy of Management
Associate Editor for 'Personnel Review'

**Dr Donald Harradine**
Member Editorial Board Journal of Finance and Management in Public Services.
Joint Editor Special Edition Journal of Finance and Management in Public Services

**Dr Martin Jones**
Senior Examiner: Strategic and Financial Management Case Study. Chartered Institute of Public Accountants.
Editorial Board Journal of Finance and Management in Public Services.

**Professor Malcolm Prowle**
Visiting Professor: Centre for Accounting and Finance, Open University Business School
Member of Global Public Sector Forum of the Association of Chartered Certified Accountants
Member of the financial management panel of Chartered Institute of Public Accountants.

**Mr Peter Murphy**
Vice Chairman (Research) Joint University Council – Public Administration Committee.
Advisory Board Centre for Public Scrutiny.
Appendix B.

Conferences, Seminars and Symposia supported in 2015

Alternative Futures Conference Nottingham Trent University (Social Sciences), February 2015.

International Research Society for Public Management (IRSPM), Conference Birmingham March/April 2015.

National Audit Office (NAO), Regional Office Newcastle May 2015.

European Network for Research in Organisational and Accounting Change (ENROAC), conference 3-4 June 2015 National University of Ireland Galway

National Audit Office (NAO), Headquarters London June 2015.

Centre for Public Scrutiny (CfPS), Smith Square London June 2015.

European Operations Management Association (EurOMA), Conference June/July Neuchatel Switzerland.

European Group – Public Administration (EGPA), Conference Toulouse France August 2015.


British Academy of Management (BAM), Conference Portsmouth September 2015.

NCLP Leading Learning, Kenilworth, Warwickshire October 2015.

International Research Society for Public Management (IRSPM) – Accounting and Finance SIG Seminar, Business School, Nottingham November 2015.

Fire Related Research and Development (Re15) conference Fire Service College Gloucestershire November 2015.

The Future of Blue Light: Summit and Exhibition University of Salford, December 2015.