TE WHARE WĀNANGA O TE ŪPOKO O TE IKA A MĀUI

VICTORIA
UNIVERSITY OF WELLINGTON

School of Government

PADM 509
APPROVED PERSONAL COURSE OF STUDY
(24 Points)

(Taught with GOVT 501
GOVERNMENT AND GOVERNING)

Trimester 1 / 2015

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
Co-Coordinators:	**Associate Professor Karl Lofgren** Room RH 807, Level 8, Rutherford House, Pipitea Campus Telephone: (04) 463 6349 Email: karl.lofgren@vuw.ac.nz
	Associate Professor Michael Macaulay Room RH 810, Level 8, Rutherford House, Pipitea Campus Telephone: (04) 463 5307 Email: michael.macaulay@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
School Office Hours:	8.30am to 5.00pm, Monday to Friday

Trimester Dates

Monday 23 February – Monday 1 June 2015

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 6 March 2015**.

2. The standard last date for withdrawal from this course is **Friday 15 May 2015**. 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.

Module One:	Friday 27 February 2015	9.00am – 5.00pm
Module Two:	Friday 17 April 2015	9.00am – 5.00pm
Module Three:	Thursday 14 May 2015	9.00am – 5.00pm

Locations: Classes will be held on, or close to, 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 also available to view on the Victoria University website at www.victoria.ac.nz/students/study/timetables .

Attendance is <u>required</u> at all teaching days

Course Delivery

This course is delivered in a modular format over three days of 6 hours contact time each (18 hours total) between 9.00am and 5.00pm on the days indicated above. A further 6 hours of work is required of all students (online or face-to-face small group discussions and oral report backs) between modules, as detailed below. **Attendance is required at all teaching days**. **Participation in additional work sessions is mandatory.**

Group Work / Collective Learning

This course requires 6 hours of collective learning between modules. For details on what is required, see the second item of assessment. This work is part of the class, but rather than being accommodated in a longer module day (i.e., 8.30am to 6.00pm), the equivalent of 2 hours per module is flexibly scheduled so that you can undertake it at a time that suits you between modules.

Expected Workload

Our philosophy is that the best quality learning is self-generated by individuals within groups. We, therefore, emphasise student interaction and self-directed work. Lectures and taught content cannot convey every relevant piece of information, but you will be guided directly to the readings that will promote thought and discussion. You are also expected to spend time with these readings, studying and thinking about them.

Expressed in input terms, on average, the time commitment required usually translates to approximately 240 hours for a 24-point course. Some of that is set contact time. The rest is your study time and we recommend you study weekly for approximately 15 hours.

Prescription

This course provides an examination of government and governing in modern societies. It focuses on the philosophical, ethical and practical foundations of government, the institutions and processes that make up the polity, the constitution (including the Treaty), legislature, executive and judiciary; public sector and recent reforms, private and community sectors and the policy process.

Course Learning Objectives

PADM candidates are expected to achieve these learning outcomes at a level that reflects the fact that this is a 24 point course. Moreover, in terms of learning outcomes, students are expected to engage at a level appropriate for senior managers in the NZ public sector (e.g. a strategic rather than operational focus; oriented towards whole-of-government rather than a single work unit or organisation; demonstrating synthesis, contextuality and multidisciplinarity in thinking), and will accordingly be assessed on that basis.

After successfully completing this course, students will be able to:

1. Describe and analyse the idea of government and the role it plays in society;
2. Describe and critically analyse core constitutional relationships between the legislature, executive and judiciary found in most systems of government, with particular attention to the role of the public sector. With reference to Aotearoa/New Zealand, this includes the Treaty of Waitangi;
3. Describe and critically analyse recent public sector reforms, the rise of 'governance' and the changing relationships of the public sector with the private and community sectors;
4. Describe and critically analyse the policy process within both the executive and public organisations, and the current processes adopted in representative democracies such as New Zealand, Australia and Britain.

Course Content and Readings

GOVT 501 is divided into three modules: (1) government and governing; (2) the evolution of public management; (3) emerging trends in the New Zealand landscape. Each modules is further subdivided into two themed sessions.

There are two required texts for this course. Both are available at Vic Books, the University Bookshop (www.vicbooks.co.nz), and other book sellers. They are:

1. Shaw, R. & Eichbaum, C. (2011). *Public policy in New Zealand: Institutions, processes and outcomes*, 3rd ed. Auckland: Pearson.

2. Hughes, O. (2012). *Public management and administration*, 4th ed. New York: Palgrave Macmillan.

Required readings indicated below with an asterisk are available from the Victoria University of Wellington library databases or e-book collections. As a VUW student, you have complete and free access to these materials. University copyright licenses allow you to download and print these materials, so long as you use them for educational purposes only. Please ask your course coordinator or a VUW librarian if you require help to access material, or if you run into any other problems.

If the library does not have database or e-book access to required readings (those with no asterisk in this course outline), a URL will be provided, the readings will be available on Blackboard, or you will be advised to buy the readings. In some cases, you may need to go to the library to consult books, or to check them out.

Additions may be added as the course progresses.

Module 1:   GOVERNMENT AND GOVERNING

Session 1: The pillars of government and governing (Bill Ryan)
This session aims to address key questions such as what is the purpose of 'government'? What are the typical roles, relationships and responsibilities that constitute a system of government and the processes of governing? How is the relationship between citizens, legislators, ministers and officials (the governors and the governed) realised?

a. Theories of government
   * Liberal/social democracy, democratic socialism/socialist forms of government, the social contract
   * Parliamentary democracy/constitutional monarchy, 'responsible' government'
   * Representation (including Māori/gender/diverse interests)
   * Government, the economy and civil society

b. The constitution: roles, relationships, powers; the separation of powers/checks and balances, rule of law
   * Head of state/sovereign, head of government, legislature/assembly, executive/ministers/officials, judiciary
   * NZ: Treaty of Waitangi
   * Rules and conventions (e.g. Westminster)
   * Cabinet, cabinet committees, composition, role and function
   * Parliament and legislation, readings and procedures, select committees
   * Central and local government, unitary and federal states
   * Government and political parties (parliamentary democracies, one-party states)

c. Public sector
   * Machinery of government, divisions of labour and organisational types
   * Officials and work, policy and management, organisation of work and employment relations
   * Ethics and values, code of practice

d. The policy process
- Policy process in parliamentary and single-party states
- 'Free and frank' advice; implementation 'to the best of their ability'
- Policy cycle (issues, analysis, advice, decision-making, implementation, review)
- Models of the policy process: rational-comprehensive, incrementalism, mixed – features and challenges

Required reading

Text: Shaw and Eichbaum, *Public Policy in New Zealand*, chapters 1-12, 16

Text: Hughes, *Public Management and Administration*, chapters 1-8

Cabinet Office, DPMC (2008) *Cabinet Manual*, Wellington, pp. 1-6 (Introduction by Sir Kenneth Keith) and Chapter 3 (you should also read Chapters 1 & 2 for background). Download from www.cabinetmanual.cabinetoffice.govt.nz/

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/a-matou-mohiotanga/crownmaori-relations/he-tirohanga-o-kawa-ki-te-tiriti-o-waitangi . In particular, download and read the section titled 'Principles of the Treaty as expressed by the Courts and the Waitangi Tribunal'.

SSC (2007) *Reviewing the Machinery of Government*, Wellington. Download from www.ssc.govt.nz/upload/downloadable_files/reviewing-mog.pdf . Also examine the material at www.ssc.govt.nz/mog . Look at the list at www.ssc.govt.nz/state_sector_organisations

Read *Code of Conduct for State Services* (2007). Download from 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

Further reading

Sabatier, P. & Weible, C. (Eds.). (2014) *Theories of the policy process*. (3rd ed.). New York: Westview Press.

Wu, X. et al (2010) *The public policy primer: Managing the policy process*. Routledge, London.

Althaus, C., Bridgeman, P., & Davis, G. (2013). *The Australian policy handbook* (5th ed.). Sydney, Allen and Unwin.

Mulgan, R. (2004) *Politics in New Zealand* (3rd ed.). Auckland: Auckland University Press.

Mulgan G., & Lee A. (2001). *Better policy delivery and design* (pp. 1-22). London: UK Cabinet Office.

See the SSC documents in the Principles, Conventions and Practice Guidance Series. The SSC website at 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"

Session 2: Public ethics, public values (Michael Macaulay)

This session aims to address key questions such as: what is the meaning of the public interest? How is the public good identified and who does so? What are the ethical dilemmas faced by public managers? How do we negotiate conflicts of interest? What are the values of the public sector? How have these been codified? What is the role for free and frank advice?

a. Public values
    - The values of the New Zealand public sector
    - The State Services code of conduct
    - Integrity paradoxes

b. Public interest
    - How is the public interest defined?
    - How can conflicts of interest occur and how can they be managed?
    - Ethical dilemmas of conflicts of interest

c. Ethical issues in New Zealand
    - Democratic capture
    - The SSC integrity and conduct survey
    - 'Free and frank' advice; implementation 'to the best of their ability'

Required reading

* Bowman, J., & Knox, C. (2008). Ethics in government: No matter how long and dark the night. *Public Administration Review*, 68(4), 627-639.

* Kolthoff, E., Macaulay M., & Anechiarico, F. (2013). Introduction to special issue on ethics: Integrity systems for safeguarding ethics and integrity of governance. *International Review of Administrative Sciences*, 79(4), 593-596.

* Macaulay, M., & Lawton, A. (2006). From virtue to competence – Changing the principles of public service? *Public Administration Review*, 66(5), 1-9.

SSC (2007). *Code of conduct for state services.* Retrieved from www.ssc.govt.nz/code

SSC (2013). *Integrity and conduct survey.* Retrieved from www.ssc.govt.nz/integrity-and-conduct-survey-2013

Module 2:   AN ERA OF REFORM

Session 3: Organisation of Government and New Public Management (Bill Ryan)
This session examines changing conceptions of government and its organisation particularly in relation to the public sector over the 1980s and up to the present. The key shift in certain Western countries is the 'marketisation' of government institutions and practices (so-called 'new public

management'). Why? What has been done? To what effect? Is a shift towards 'post-NPM' underway? What has been the situation in other countries, particularly in the Asia-Pacific region? What are the main reform concerns there?

a. Government (central and local), the economy and civil society
   - Relationships and functions, empirical and normative
   - 1960s-80s critiques, particularly the economic ('neo-liberal') critique: public choice, principal/agent theories

b. Era of hierarchy and command
   - 'Government in charge', bureaucracy, technical division of labour, rules and processes, standardisation and equity
   - Centre, region and local, authority and responsibility, local government and non-government sector

c. The era of 'marketisation' and 'new public management'
   - Reform agenda, from 'administration' to 'management'
     - Privatisation, corporatisation, commercialisation
     - Devolution of managerial authority, increased political accountability
     - Output budgeting, accrual accounting and reporting
     - Ministers/outcomes and officials/outputs
     - Separation of policy and delivery (including 'executive agencies')
     - Outsourced delivery, 'services', third-party providers, contract management
     - Contracts and public employment
   - Empirical and normative critiques of NPM

d. Issues arising
   - Central and local government: rationalisation and local democracy; partner or provider? decentralisation and localism
   - Government and non-government sectors: Professionalization of voluntary organisations; Contracted provider or partner-in-policy? 'Close to the client' and 'responsiveness to need'
   - Government and citizens: Customers, clients or citizens? Subject or object? The commoditisation of government 'services'

Required reading
> Text: Hughes, O. E. (2012). *Public management and administration*. Palgrave Macmillan.

> Boston, J., Martin, J., Pallot, J., & Walsh, P. (1996). *Public management: The New Zealand model* (Chapters 1 and 2). Auckland: Oxford University Press.

Further reading
> OECD (2005). *Modernising government: The way forward*. Paris: OECD.

> Ferlie, E., Lynn, L., & Pollitt, C. (Eds.) (2005). *The Oxford handbook of public management*. Oxford: Oxford University Press.

> Goodin, R., Moran, M., & Rein, M. (Eds.) (2008). *The Oxford handbook of public policy*. Oxford: Oxford University Press.

> Pollitt, C., & Bouckaert, G. (2004). *Public management: A comparative analysis*, (2nd ed.). Oxford: Oxford University Press.

Hodge, G. (1998). Contracting public sector services: A meta-analytic perspective of the international evidence. *Australian Journal of Public Administration*, 57(4), 98-110.

Session 4: The New Zealand case and comparisons
a. The New Zealand case, 1980s to the present (similarly, Australia, Britain, Canada)
   - Central government,
     - 1980s, State Sector Act, Public Finance Act: 'NZ model of NPM'
     - Reviews, doubts, learning and rethinking: Schick report (1996), Review of the Centre (2001)
     - Better Public Services (2012), the Performance Improvement Framework (2013)
   - Reform of local government, 2002 Local Government Act, 2012 amendments

b. Reform in Europe
   - Modernisation
   - Subsidiarity

c. Reform in the Pacific and SE Asia
   - Imposition/adoption of marketization agendas
   - Decentralisation, local/national government and the non-government sector
   - Institutional capacity and human capital
   - Corruption

Required reading
* Duncan, G. & Chapman, J. (2010). New millennium, new public management and the New Zealand model. *Australian Journal of Public Administration*, 69(3), 301–313.

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/sites/all/files/MfO_Guidance_2003.pdf

Royal Commission report into Auckland governance – Executive summary (2008). Download from http://ndhadeliver.natlib.govt.nz/ArcAggregator//arcView/resource/IE1055203//http://www.royalcommission.govt.nz/rccms.nsf/CONTENTPAGES/D4F8548EA9F021D1CC25758500432461/$FILE/Vol1ExecSumm.pdf?open

Better Public Services Advisory Group report 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

Read all the papers in the August 2012 issue of *Policy Quarterly*, Vol. 8, No. 3 (August) 2012, download from http://igps.victoria.ac.nz/publications/publications/show/332

SSC (2014). *Understanding the performance improvement framework agency model.* (Core Guide 1). Download from https://www.ssc.govt.nz/sites/all/files/pif-core-guide-1-january2014.pdf

Te Kawa, D., & 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*, 8(4), 28-36.

SSC (2014). *Getting to great* 2nd edition. Wellington. Download from www.ssc.govt.nz/sites/all/files/getting-great-full-report.pdf . If you go to https://www.ssc.govt.nz/getting-to-great-internal-leadership you can also watch the video inserts

Further reading: New Zealand
For domestic students the following list identifies important documents you should regard as 'must reads' for this and other courses.

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

Boston, J., Martin, J., Pallot, J., & Walsh, P. (1996). *Public management: The New Zealand model*. Auckland: Oxford University Press.

Scott, G. (2001). Foreword, Preface, and chapters 1-3. In *Public management in New Zealand*. Canberra: Centre for Law and Economics, ANU.

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

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

Ryan, B. (2004). *Learning MFO: Managing for outcomes – The Queensland case*. Brisbane, Queensland: Institute of Public Administration Australia.

Go to Treasury's webpage Guidance and Instructions on the Public Sector Performance and Financial Management System www.treasury.govt.nz/publications/guidance and explore. In particular, read 'Strategic Intentions and Statements of Intent' 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

Gill, D. (Ed.) (2011). *The iron cage recreated: The performance management of state organisations in New Zealand*. Wellington: Institution of Policy Studies. Especially chapters 1-5.

Ryan, B., & 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

For background and details of the Better Public Services Advisory Group report, background and cabinet documents and recent activities, go to www.ssc.govt.nz/better-public-services . Next most important are the BPS Papers presented to cabinet 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 . Read the State Sector Amendment Act 2013 at 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

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 . You will also find brief overviews at www.ssc.govt.nz/node/8522 .

Report of the Royal Commission on Auckland governance (2008). The report (all volumes) can be downloaded from:
http://ndhadeliver.natlib.govt.nz/ArcAggregator/arcView/frameView/IE1055203/http://www.royalcommission.govt.nz/

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 .

Jenkin, M. (2011). Review of the Wellington Regional Strategy, at www.wrs.govt.nz/assets/WRS/Publications/Review-of-the-Wellington-Regional-Strategy-May-2011.PDF

Module 3   EMERGING TRENDS AND THE IMPLICATIONS FOR POLICY AND MANAGEMENT

Session 5: Digital governance (Karl Lofgren)
This session address the role of new information- and communication technologies (ICT) in public sector organisations. What new modes of ICT-enabled service delivery are emerging? Are new technologies reinforcing consumerism and corporatisation of public sector organisations, or are they promoting co-production, transparency and public participation?

a. From 'e-government' to 'digital governance'
   - IT-enabled service delivery and transformation
   - e-government and public values
   - Emerging issues of digitization in policy and delivery

b. Strategic context of managing electronic service transformation
   - Information management and public sector organisations
   - Maturity models
   - Implementation

c. Challenges
   - Access and digital divides
   - Privacy and surveillance
   - Large IT-projects and failures

d. Democratic perspectives
   - Digital co-production
   - Transparency
   - E-participation

Required reading
   * O'Neill, R. (2009). The transformative impact of e-government on public governance in New Zealand. *Public Management Review*, *11*(6), 751-770.

* Lindgren, I., & Jansson, G. (2013). Electronic service in the public sector. *Government Information Quarterly*, *30*(2), 163-172.

Kernaghan, K. (2007). Beyond bubble gum and goodwill: Integrating service delivery. In S. Borins, K. Kernaghan, D. Brown, N. Bontis, P. 6 & F. Thompson (Eds.), *Digital state at the leading edge*, (pp. 102-136). Toronto: Toronto University Press.

* 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.

Eppel, E. (2013). *Case studies on the use of ICT-enabled social media in the New Zealand public sector: New Zealand Transport Agency - Drugged Drivers*. Wellington: Victoria University of Wellington www.victoria.ac.nz/sog/researchcentres/egovt/research-projects/research-2011/NZTA-Drugged-drivers-case-study-FINAL1Aug2013.pdf

* Livingstone, S., & Helpser, E. (2007) Gradations in digital inclusion: Children, young people and the digital divide. *New Media and Society*, *9*(4), 671-696.

* Greenbrook-Held, J., & Morrison, P. S. (2011). The domestic divide: Access to the internet in New Zealand. *New Zealand Geographer*, *67*(1), 25-38.

Bannister, F. (2007). The curse of the benchmark: An assessment of the validity and value of E-government research. *International Review of Administrative Services*, *73*(2), 171–188.

* Davis, A. (2010). New media and fat democracy: The paradox of online participation. *New Media & Society*, *12*(5):745-761.

* Medaglia, R. (2012.) eParticipation research: Moving characterisation forward (2006-2011). *Government Information Quarterly*, *29*(3), 346-360.

* Moss, G., & Coleman, S. (2014). Deliberative manoeuvres in the digital darkness: e-Democracy in the UK. *British Journal of Politics and International Relations*, *16*(3), 410-427.

Lips, M. (2011). E-government is dead – Long live networked governance? Fixing system errors in the NZ public management system. In B. Ryan & D. Gill (Eds.), *Future state: Directions for public management in New Zealand*. Wellington: Victoria University Press, pp. 248-261.

Further reading

OECD (2005). Chapters 1 & 2. In *E-government for better government*. Paris: OECD.

Text. Hughes, O. E. (2012). Chapter 13. In *Public management and administration*. Palgrave Macmillan.

Coursey, D., & Norris, D. F. (2008). Models of eGovernment: Are they correct? An empirical assessment. *Public Administration Review*, *68*(3), 523-536.

Meijer, A. (2011). Networked coproduction of public services in virtual communities: From a government-centric to a community approach to public service support. *Public Administration Review*, *71*(4), 598-607.

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.

Session 6: From government and governing to public governance? (Bill Ryan)
What are the some of the important emerging trends in government and governing? Where do they come from? What have been the responses of public services? Do any of them seem likely to continue into the future? What directions are public management and public policy processes taking in the 21st century?

a. From government and governing to public governance
   - A 'new synthesis' required?
   - The idea of 'public governance'

b. Underlying conditions
   - Complexity, emergence and learning; holism and silos
   - Civil society and 'active citizens' and demands for participation
   - NZ issue: kāwanatanga and tino rangitiratanga

c. Adaptations
   - Networks, partnerships, from vertical to horizontal
   - Collaboration and 'boundary-spanning'
   - Participation, engagement, co-production
   - Localism, customisation
   - Leadership in context, public entrepreneurs and fellow travellers
   - Public officials as facilitators of public policy and public governance?
   - Implications for relationships between ministers, officials and clients/citizens
   - Implications for the policy/management cycle
   - The public sphere revisited: public value

Required reading
Bourgon, J. (2011). What is different about serving in the 21st century? A new synthesis of public administration. In *A new synthesis of public administration*, (pp. 19-57). Toronto: McGill-Queen's University Press

* Bevir, M. (2006). Democratic governance: Systems and radical perspectives. *Public Administration Review*, 66(3), 426-436.

Ryan, B. (2011). The signs are everywhere. In B. Ryan & D. Gill, D. (Eds.), *Future state: Directions for public management in New Zealand*. Wellington: Victoria University Press, pp. 85-122.

* Robert, B., Denhardt, R., & Denhardt, J. (2000). The new public service: Serving rather than steering. *Public Administration Review*, 60(6), 549-559.

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 Conclusion. Download from https://forms.justice.govt.nz/search/Documents/WT/wt_DOC_68356054/KoAotearoaTeneiTT1W.pdf

* Kurtz, C. & Snowden, D. (2003). The new dynamics of strategy: Sense-making in a complex and complicated world. *IBM Systems Journal*, *42*(3), 462-483.

OECD (2001) *Public sector leadership for the 21st Century* (pp. 1-56), Paris: OECD.

* Williams, P. (2002). The competent boundary spanner. *Public Administration, 80*(1), 103–120.

Eppel, E. et al. (2014). The cross-organizational collaboration solution? Conditions, roles and dynamics in New Zealand. In J. O'Flynn et al. (Eds.), *Crossing boundaries in public policy and management: The international experience*. Routledge, pages 47-63.

OECD (2001). *Citizens as partners: Information, consultation and public participation in policy-making* (pp. 1-77). Paris: OECD.

* Alford, J. (1998). A public management road less travelled: Clients as co-producers of public services. *Australian Journal of Public Administration*, *57*(4), 128-137.

* Bovaird, T. (2007). Beyond engagement and participation: User and community coproduction of public services. *Public Administration Review*, *67*(5), 846-860.

* Lodge, M., & Gill, D. (2011). Toward a new era of administrative reform? The myth of post-NPM in New Zealand. *Governance*, 24(1), 141–166.

Further reading
Osborne, S. (Ed.) (2010). *The new public governance? Emerging perspectives on the theory and practice of public governance*. Abingdon, Oxon: Routledge.

Rittel, H. & Webber, M. (1973). Dilemmas in a general theory of planning. *Policy Sciences, 4*(2), 155-169.

Howlett, M., & Ramesh, M. (2009). Policy formulation: Policy communities and policy networks. In *Studying public policy: Policy cycles and policy sub-systems*. Oxford: Oxford University Press.

Rhodes, M. (2008). Complexity and emergence in public management. *Public Management Review*, *10*(3), 361-379.

Kelly, G., Mulgan, G., & Muers, S. (2002). *Creating public value*. London: Strategy Unit.

Bennington, J., & Moore, M. (2011). Public value in complex and changing times. In J. Bennington & D. Moore (Eds.), *Public value: Theory and practice*. Basingstoke: Palgrave Macmillan.

Moore, M. (1995). *Creating public value*. Cambridge, Massachusetts: Harvard University Press.

Horner, L., Lekhi, R., & Blaug, R. (2006). *Deliberative democracy and the role of public managers*. Final report of The Work Foundation's public value consortium – November 2006

O'Leary, R., & Bingham, B. L. (Eds.) (2009). *The collaborative public manager: New ideas for the 21st Century*. Washington DC: Georgetown University Press.

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Materials and Equipment

There are no special materials or equipment necessary for this course.

Assessment

The information in this section may be modified for PADM students. The course coordinator will confirm the assessment requirements.

There will be three pieces of Assessment in this course:

1. **Take-home Test** (1,500 words, 30% of assessment, distributed Monday 23 March 2015, due Monday 30 March 2015)
2. **Blog** (1,000 words total, 20% of assessment, before Friday 24 April 2015)
3. **Essay** (3,000 words, 50% of assessment, due Monday 1 June 2015)

1. Take-home Test (1,500 words, 30% of assessment)
15 questions each requiring an answer of less than 100 words, where students are given one week to prepare their answers. The test to be distributed via Blackboard on Monday 23 March 2015. Completed tests are to be posted back to Blackboard by Monday 30 March 2015.

A list of 150-200 learning outcomes representing key concepts and ideas that students are expected to learn about will be distributed at an early stage of the course. 15 questions will be created around these concepts and ideas for candidates to answer. The questions will draw heavily on the two texts but also on matters covered in the required reading for modules 1 and 2. This test is designed to assess the technical and factual knowledge of core course materials.

This assessment will be graded against CLOs 1 and 2.

2. Blog (1,000 words total, 20% of assessment, before Friday 24 April 2015)
At least one blog posted to Blackboard and at least one comment on another blog (total: 1,000 words)

Regard the 'Blog' on Blackboard as an asynchronous, ongoing conversation between us all undertaken online. As part of the 6 hours interaction and collective learning to be undertaken outside of modules, each student is expected to participate extensively in the course blog. Blogs should focus

on, for example, new learnings, realisations and wonderings achieved on the course, and/or responses to the discussion questions provided on the module notes before each module and/or any other matter of significant interest in relation to government and governing in Aotearoa New Zealand or any other part of the world. Each student is expected to make at least one post on the Blackboard blog and to comment substantively (i.e. > 100 words) on a blog posted by another student. Marks will be awarded for each student's reflection, insight and contribution to collective discussion demonstrated over the trimester.

You can write your blogs and comments any time throughout the trimester (in fact, starting early is a good idea). This item of assessment can be completed anytime from the start of trimester but must be formally completed before Friday 24 April 2015. If you make multiple substantive (> 100 words) entries – as many of you will – please advise the coordinator before Friday 24 April 2015 which of those you would like to have included in the assessment.

This assessment will be graded against CLOs 3 and 4.

3. **Essay** (3,000 words, 50% of assessment, due Monday 1 June 2015)
Conduct a critical analysis of the issue identified in one of the following questions:

a. What are some of the important constitutional implications for officials arising out of the shift towards public governance?
b. On what basis could it be argued that public management and public policy in Aotearoa reflect kāwanatanga much more than tino rangatiratanga?
c. What are some of the important implications for practice in public management and policy of (i) complexity, emergence and learning? OR (ii) networks, collaboration and boundary-spanning OR (iii) participation and co-production?
d. Any other topic on government and governing approved by the course convenor.

Your essay should be a critical analysis of the issue. Your essay should have an introduction (in which you preview the essay for the reader), a body (in which you examine various aspects of the issue, marshall and examine the evidence for each, and draw out findings) and a conclusion (in which you pull together your findings and come to a conclusion regarding the issue). Proper referencing and citation is required' please use the APA system (a.k.a. Harvard or 'author/date' system).

This assessment will be graded against CLOs 1, 2, 3 and 4.

Students should keep a copy of all submitted work.

Note on Quality Assurance

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.

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.

Computation of Grades

The translation from numerical marks to letter grades is set by the following grade ranges.

Pass/Fail	Grade	Normal range	Indicative characterisation
Pass	A+	90% - 100%	Outstanding performance
	A	85% - 89%	Excellent performance
	A-	80% - 84%	Excellent performance in most respects
	B+	75% - 79%	Very good performance
	B	70% - 74%	Good performance
	B-	65% - 69%	Good performance overall, but some weaknesses
	C+	60% - 64%	Satisfactory to good performance
	C	55% - 59%	Satisfactory performance
	C-	50% - 54%	Adequate evidence of learning
Fail	D	40% - 49%	Poor performance overall; some evidence of learning
	E	0 - 39%	Well below the standard required
	K	Fail due to not satisfying mandatory course requirements, even though the student's numerical course mark reached the level specified for a pass, usually 50%. A student whose course mark is below 50 should be given a D (40-49) or E (0-39), regardless of whether they met the mandatory course requirements	
Pass	P	Overall Pass (for a course classified as Pass/Fail)	
Fail	F	Fail (for a Pass/Fail course)	

Access to Blackboard

Blackboard is Victoria University's online environment that supports teaching and learning by making course information, materials and other learning activities available via the internet through the myVictoria student web portal. Ensure that you can access Blackboard before the course begins.

To access the Blackboard site for this course:

1. Open a web browser and go to www.myvictoria.ac.nz .
2. Log into myVictoria using your ITS Username (on your Confirmation of Study) and password (if you've never used the Victoria University computer facilities before, your initial password is your student ID number, on your Confirmation of Study, Fees Assessment or student ID card – you may be asked to change it when you log in for the first time).
3. Once you've logged into myVictoria, select Blackboard (from the options along the top of the page) to go to your Blackboard homepage.
4. The "My Courses" section displays the courses you have access to – select the appropriate link to access the course-specific Blackboard site. Please note that only courses that are actually using Blackboard and have been made available to students by their respective course coordinator will be displayed.

If you have any problems gaining access to Victoria University's computer facilities, such as myVictoria and Blackboard, you should contact the ITS Service Desk on (04) 463 5050 or its-service@vuw.ac.nz . See www.victoria.ac.nz/its/student-services/ for more information.

Power-point slides and other lecture materials that are posted on Blackboard may differ from the presentations used in class, as the copyright rules for archived presentations differ somewhat from those for live presentation.

Academic Integrity, Plagiarism, and the Use of Turnitin

Plagiarism is presenting someone else's work as if it were your own, whether you mean to or not. 'Someone else's work' means anything that is not your own idea. Even if it is presented in your own style, you must still acknowledge your sources fully and appropriately. This includes:

- material from books, journals or any other printed source
- the work of other students or staff
- information from the Internet
- software programs and other electronic material
- designs and ideas
- the organisation or structuring of any such material.

Acknowledgement is required for *all* material in any work submitted for assessment unless it is a 'fact' that is well-known in the context (such as "Wellington is the capital of New Zealand") or your own ideas in your own words. Everything else that derives from one of the sources above and ends up in your work – whether it is directly quoted, paraphrased, or put into a table or figure, needs to be acknowledged with a reference that is sufficient for your reader to locate the original source.

Plagiarism undermines academic integrity simply because it is a form of lying, stealing and mistreating others. Plagiarism involves stealing other people's intellectual property and lying about whose work it is. This is why plagiarism is prohibited at Victoria.

If you are found guilty of plagiarism, you may be penalised under the Statute on Student Conduct. You should be aware of your obligations under the Statute, which can be downloaded from the policy website (www.victoria.ac.nz/home/about/policy/students.aspx). You could fail your course or even be suspended from the University. Plagiarism is easy to detect. The University has systems in place to identify it.

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine www.turnitin.com . Turnitin is an on-line plagiarism prevention tool which

compares submitted work with a very large database of existing material. At the discretion of the Head of School, handwritten work may be copy-typed by the School and subject to checking by Turnitin. Turnitin will retain a copy of submitted materials on behalf of the University for detection of future plagiarism, but access to the full text of submissions will not be made available to any other party.

There is guidance available to students on how to avoid plagiarism by way of sound study skills and the proper and consistent use of a recognised referencing system. This guidance may be found at the following website www.victoria.ac.nz/home/study/plagiarism.aspx . If in doubt, seek the advice of your course coordinator. **Plagiarism is simply not worth the risk.**

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).

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.

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 .

Communication of Additional Information

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

Student Feedback

Student feedback on University courses may be found at 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 .

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