

School of Government

**PUBL 202/POLS 235**  
**Institutions and the Policy Process**

Trimester Two 2006

**COURSE OUTLINE**

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**Contact Details**

**Course Coordinator:** Dr Chris Eichbaum  
**Room:** Rutherford House 830  
**Phone:** (04) 463-5675  
**Email:** [chris.eichbaum@vuw.ac.nz](mailto:chris.eichbaum@vuw.ac.nz)

**Administrator:** Francine McGee  
**Room:** RH 821, Rutherford House  
**Phone:** 04 463 – 6599  
**Email:** [Francine.McGee@vuw.ac.nz](mailto:Francine.McGee@vuw.ac.nz)

**Class Times and Room Numbers**

**Lecture timetable:**

Monday	1310-1400	Murphy LT220
Thursday	1100-1150	Murphy LT 220
Friday	1100-1150	Murphy LT220

**Tutorial timetable:** will be advised in class

**Course Objectives**

This course provides an introduction to the field of public administration and management in New Zealand, focusing on the nature and role of the institutions that comprise the executive branch of government. A broad definition of public administration is the study of “the executive branch of government including all matters of concern within itself, all matters which impinge on it and all matters on which it impinges” - R. Adie and P. Thomas (1982), *Canadian Public Administration*, Prentice-Hall Canada Inc., p. 2 (emphasis added.)

By the completion of the course, students should be able to demonstrate an understanding of:

- the framework of the New Zealand system of government, and the specific role and contribution of the state sector;
- the constitutional and historical context for public administration in New Zealand
- the principal theoretical approaches to the role of the state, and how these relate to the New Zealand system of government;
- the nature, causes and consequences of the bureaucratic ‘revolution’ in New Zealand during the mid-to-late 1980s;
- the trajectory of state sector reform in the period since the late 1980s, and some contemporary challenges associated with state sector reform and renewal;
- the nature and relevance of a state sector ethos, and some of the implications for the work of public servants;
- the tension between political and bureaucratic imperatives within the political and administrative elements of the executive branch, and the challenge of ‘politicisation’;
- the concept of governance, how it differs from ‘government’ and how different notions of governance can illuminate institutions and the policy process;
- institutions and the policy process within some particular policy domains;
- the implications of the Treaty of Waitangi and the commitment to biculturalism for public administration in New Zealand.

## **Course Content**

The course is in two parts, separated by the mid-trimester break.

### **Part 1**

The first part examines the framework of the NZ system of government, including the constitutional and historical contexts, and the institutional make-up of the contemporary state sector, before traversing some of the principal theoretical and ideological debates regarding the structure and function of the state.

The focus then shifts to an examination of theories and models of bureaucratic reform and an analysis of the evolution of the state sector during the twentieth century.

We then proceed to an exploration of the changes to the state sector introduced by the fourth Labour Government in the late 1980s, including the ideas and theories that informed those changes, and the principal institutional and machinery of government reforms that resulted (including the State-Owned Enterprises Act 1986, the State Sector Act 1988 and the Public Finance Act 1989).

Following an assessment of the changes of the late 1980s the focus shifts to more recent reforms and in particular those in the period following the formation of the Labour-led Coalition Government in 1999.

The first part of the course will be assessed primarily through a written assignment due immediately before the mid-trimester break.

## Part 2

The second part of the course examines a number of key topics in public administration and policy, with a particular focus on the institutional context for policymaking, implementation, evaluation and review. Topics will include the tension between political and bureaucratic imperatives and the ‘risks’ associated with politicisation; some illustrative case studies of institutions and the policy process; ethics and ethos; and consideration of the challenges of bi-culturalism and cultural pluralism. The course will close by examining the distinction between government and governance, and the impact of different structures and processes of governance on institutions and the policy process.

This is a course which seeks to engage with contemporary, real-time events in the world of politics and public administration. Informally we will be referring to those events on an on-going basis. If they are sufficiently significant there is sufficient flexibility in the structure of the course to focus on them in some detail.

The second part of the course will be assessed through a second written assignment due towards the end of the trimester, and through a final examination.

### Indicative lecture schedule and tutorial topics

Lectures	Lecture topics	Tutorial topic
<b>Week one</b>	<b>Introduction</b>	<b>No tutorial</b>
Monday 10 July	Introductory class – institutions and the policy process	
Thursday 13 July	The context - constitution	
Friday 14 July	The context – history	
<b>Week two</b>	<b>State and theory</b>	<b>The context</b>
Monday 17 July	State and theory	
Thursday 20 July	Westminster	
Friday 21 July	The Executive Branch – Cabinet and the state sector	
<b>Week 3</b>	<b>Ideas and institutional change</b>	<b>State and theory</b>
Monday 24 July	Overview and drivers	
Thursday 27 July	Ideas and Theories driving change I	
Friday 28 July	Yes Minister?	
<b>Week 4</b>	<b>The New Zealand model – a work in progress</b>	<b>Ideas and institutional change</b>
Monday 31 July	From theory to policy design	
Thursday 3 August	Legislative change – the ‘bureaucratic revolution’	
Friday 4 August	Key themes and issues	
<b>Week 5</b>	<b>Assessment and incremental change 1991 - 1999</b>	<b>The New Zealand model – a work in progress</b>

Monday 7 August	Evaluating a system reform	
Thursday 10 August	Assessments I	
Friday 11 August	Assessments II	
<b>Week 6</b>	<b>Putting humpty together again</b>	<b>State sector reforms – strengths and weaknesses</b>
Monday 14 August	The post 1999 period – consolidation and renewal?	
Thursday 17 August	ROC on?	
Friday 18 August	A new model?	
	<i>First Assignment due 18 August</i>	
	<b>Mid Trimester break</b>	
<b>Lectures</b>	<b>Lecture topics</b>	<b>Tutorial topic</b>
<b>Week 7</b>	<b>Politics, administration and Politicisation</b>	<b>Assignment #1 feedback and the state of the state</b>
Monday 4 Sept	Politics and Administration	
Thursday 7 Sept	Politicisation I	
Friday 8 Sept	Politicisation II	
<b>Week 8</b>	<b>Ethics and ethos</b>	<b>Politicisation</b>
Monday 11 Sept	Definitions and issues	
Thursday 14 Sept	Policy – infrastructure and performance	
Friday 15 Sept	Panel (tbc)	
<b>Week 9</b>	<b>Cultural pluralism, bi-culturalism and the NZ state</b>	<b>Ethics and ethos</b>
Monday 18 Sept	Definitions and issues	
Thursday 21 Sept	Institutional responses	
Friday 22 Sept	Panel (tbc)	
<b>Week 10</b>	<b>Policy case studies</b>	<b>Cultural pluralism, bi-culturalism and the NZ state</b>
Monday 25 Sept	Employment policy	
Thursday 28 Sept	Tertiary education policy	
Friday 29 Sept	Social Assistance policy	
<b>Week 11</b>	<b>Governance</b>	<b>Policy case studies</b>
Monday 2 Oct	Government and governance	
Thursday 5 Oct	Models of governance	
Friday 6 Oct	Governance and the NZ state	
	<i>Second assignment due 6 October</i>	
<b>Week 12</b>	<b>Review</b>	<b>Governance and review</b>
Monday 9 Oct	Revision class 1	
Thursday 12 Oct	Revision class 2	
Friday 13 Oct	Evaluation	

## **Tutorials**

Students are strongly encouraged to attend all tutorials. If students are, for very good reason, unable to attend their regular tutorial, they may attend another one in the same week. They should ensure that both their regular tutor and the tutor at the substitute tutorial have recorded their attendance.

Tutorial groups will be arranged in the first lecture. There is a maximum of 17 students per tutorial class so if the list is full, please do not add your name to the bottom. Confirmation of your tutorial group will be posted on Blackboard. If you have any serious problems about the allocations please contact Chris Eichbaum.

## **Expected Workload**

Students are expected to undertake on average between two and three hours of self-directed study per week for each contact hour. Assuming four contact hours for a course – as is the case with this one - between eight and 12 hours per week of additional study should be undertaken for that course.

## **Readings**

The recommended text for this course is:

Richard Shaw and Chris Eichbaum, 2005, Public Policy in New Zealand: Institutions, processes and outcomes, Pearson/Prentice Hall, Auckland

This text will be supplemented by readings that will be distributed in lectures.

Students will NOT be required to purchase a set of course readings from the Student Notes Distribution Centre.

Students may also find it useful to have (or have access to) a copy of:

Students wishing to undertake reading before the course may find the following of assistance:

Jonathan Boston, John Martin, June Pallot, and Pat Walsh, 1996, Public Management: The New Zealand Model, Oxford University Press, Auckland

Raymond Miller (ed.), 2003, New Zealand Government and Politics (Third Edition), Oxford University Press, Auckland

Geoffrey Palmer and Matthew Palmer, 2004, Bridled Power: New Zealand's Constitution and Government (Fourth Edition), Oxford University Press, Auckland

Richard Mulgan, 2003, Politics in New Zealand (Third Edition), Auckland University Press, Auckland

Graham Scott, 2001, Public Management in New Zealand: Lessons and Challenges, NZ Business Roundtable, Wellington

There are a number of useful internet sites that you should bookmark, including, for a start:

New Zealand State Services Commission

[www.ssc.govt.nz](http://www.ssc.govt.nz)

New Zealand Cabinet Office

[www.dPMC.govt.nz](http://www.dPMC.govt.nz)

New Zealand Treasury

[www.treasury.govt.nz](http://www.treasury.govt.nz)

### Assessment Requirements

ASSESSMENT	DUE DATE	WEIGHT
1 <sup>st</sup> Essay (2,000 words)	Friday 18 August	25%
2 <sup>nd</sup> Essay (2,000 words)	Friday 6 October	25%
Final exam	Check schedule	50%

Essay topics will be distributed in class, and discussed in tutorials.

Advice on the structure and content of the examination will be provided towards the end of the trimester. It is probable that the 2006 examination will be similar in structure to that used in past years.

### Assignments

Assignments must be handed in to Francine McGee in the School of Government Office (8<sup>th</sup> floor Rutherford House). If Francine is not present there is a secure box into which essays may be deposited. Essays will be date stamped on receipt and a record kept. Students should keep a secure copy of all assignments (i.e. hard copy and e-file).

The comments below are an indication of the qualities that are sought in the essays:

*Understanding:* Does the essay demonstrate a thorough understanding of the topic and its context? Is the essay relevant to the set topic? Does it answer the question? Is the topic covered in depth or in a superficial way (having regard to the word limit)? Has the author gone beyond the text and the class handouts?

*Structure:* Does the essay have a clear structure — a beginning, a middle, and an end? Is opinion clearly differentiated from descriptive material? Are the conclusions clearly stated?

*Argument:* Does the essay go beyond description to analysis? Are the arguments presented logically — or does the essay ramble and lack continuity? Do the conclusions flow from the earlier argumentation? Are crucial premises left unstated?

*Style and Presentation:* Is the writing clear and succinct — or is the essay clumsily written and repetitive? Is it over the word limit? Is the spelling (including proper names) correct? Has care been taken with syntax and punctuation? Are sources adequately acknowledged and correctly referenced?

### **Extensions and penalties**

- Extensions beyond the due dates for essays will be granted only to those who meet the University's aegrotat rules, i.e. a medical certificate, personal bereavement, or critical personal circumstances beyond your control. If you are having troubles let your tutor or Chris Eichbaum know – confidentiality is guaranteed.
- NB that requests for extensions must be received before the due date of an assignment
- Late essays must be handed to Francine McGee in the School office
- Essays not handed in by the due date or by the date of an agreed extension may have their mark out of 100 reduced by 5 percentage points for each day the essay was late.
- Essays handed in more than 5 days late after due date or after the date of an extension may not be accepted.

### **Mandatory Course Requirements**

To fulfil the mandatory paper requirements for this paper you must:

1. Attend eight of the scheduled tutorial sessions (you are strongly encouraged to attend all tutorials).
2. Submit all written assignments by the due date

### **Communication of Additional Information**

Notices, and course materials relating to lectures, tutorials – including PowerPoint slides used in lectures - will be posted on the Blackboard website. Only students who are registered for PUBL 202/POLS 235 will have access.

## **Faculty of Commerce and Administration Offices**

### Railway West Wing (RWW) - FCA Student and Academic Services Office

The Faculty's Student and Academic Services Office is located on the ground and first floors of the Railway West Wing. The ground floor counter is the first point of contact for general enquiries and FCA forms. Student Administration Advisers are available to discuss course status and give further advice about FCA qualifications. To check for opening hours call the Student and Academic Services Office on (04) 463 5376.

### Easterfield (EA) - FCA/Education/Law Kelburn Office

The Kelburn Campus Office for the Faculties of Commerce and Administration, Education and Law is situated in the Easterfield Building - it includes the ground floor reception desk (EA005) and offices 125a to 131 (Level 1). The office is available for the following:

- Duty tutors for student contact and advice.
- Information concerning administrative and academic matters.
- Forms for FCA Student and Academic Services (e.g. application for academic transcripts, requests for degree audit, COP requests).
- Examinations-related information during the examination period.

To check for opening hours call the Student and Academic Services Office on (04) 463 5376.

## **General University Policies and Statutes**

Students should familiarise themselves with the University's policies and statutes, particularly the Assessment Statute, the Personal Courses of Study Statute, the Statute on Student Conduct and any statutes relating to the particular qualifications being studied; see the Victoria University Calendar available in hard copy or under 'About Victoria' on the VUW home page at [www.vuw.ac.nz](http://www.vuw.ac.nz).

## **Student and Staff Conduct**

The Statute on Student Conduct together with the Policy on Staff Conduct ensure that members of the University community are able to work, learn, study and participate in the academic and social aspects of the University's life in an atmosphere of safety and respect. The Statute on Student Conduct contains information on what conduct is prohibited and what steps are to be taken if there is a complaint. For information about complaint procedures under the Statute on Student Conduct, contact the Facilitator and Disputes Advisor or refer to the statute on the VUW policy website at [www.vuw.ac.nz/policy/studentconduct](http://www.vuw.ac.nz/policy/studentconduct). The Policy on Staff Conduct can be found on the VUW website at [www.vuw.ac.nz/policy/staffconduct](http://www.vuw.ac.nz/policy/staffconduct).

## **Academic Grievances**

If you have any academic problems with your course you should talk to the tutor or lecturer concerned; class representatives may be able to help you in this. If you are not satisfied with the result of that meeting, see the Head of School or the relevant Associate Dean; VUWSA Education Coordinators are available to assist in this process. If, after trying the above channels, you are still unsatisfied, formal grievance procedures can be invoked. These are set out in the Academic Grievances Policy which is published on the VUW website at [www.vuw.ac.nz/policy/academicgrievances](http://www.vuw.ac.nz/policy/academicgrievances).

## **Academic Integrity and Plagiarism**

Academic integrity is about honesty – put simply it means **no cheating**. All members of the University community are responsible for upholding academic integrity, which means staff and students are expected to behave honestly, fairly and with respect for others at all times.

Plagiarism is a form of cheating which undermines academic integrity. The University defines plagiarism as follows:

*The presentation of the work of another person or other persons as if it were one's own, whether intended or not. This includes published or unpublished work, material on the Internet and the work of other student or staff.*

It is still plagiarism even if you re-structure the material or present it in your own style or words.

*Note: It is however, perfectly acceptable to include the work of others as long as that is acknowledged by appropriate referencing.*

Plagiarism is prohibited at Victoria and is not worth the risk. Any enrolled student found guilty of plagiarism will be subject to disciplinary procedures under the Statute on Student Conduct and may be penalised severely. Consequences of being found guilty of plagiarism can include:

- an oral or written warning
- cancellation of your mark for an assessment or a fail grade for the course
- suspension from the course or the University.

Find out more about plagiarism, and how to avoid it, on the University's website at [www.vuw.ac.nz/home/studying/plagiarism.html](http://www.vuw.ac.nz/home/studying/plagiarism.html).

## **Students with Impairments**

The University has a policy of reasonable accommodation of the needs of students with disabilities. The policy aims to give students with disabilities the same opportunity as other students to demonstrate their abilities. If you have a disability, impairment or chronic medical condition (temporary, permanent or recurring) that may impact on your ability to participate, learn and/or achieve in lectures and tutorials or in meeting the course requirements, please contact the Course Coordinator as early in the course as possible. Alternatively you may wish to approach a Student Adviser from Disability Support Services (DSS) to discuss your individual needs and the available options and support on a confidential basis. DSS are located on Level 1, Robert Stout Building, telephone (04) 463 6070, email [disability@vuw.ac.nz](mailto:disability@vuw.ac.nz). The name of your School's Disability Liaison Person is in the relevant prospectus or can be obtained from the School Office or DSS.

## **Student Support**

Staff at Victoria want students to have positive learning experiences at the University. Each Faculty has a designated staff member who can either help you directly if your academic progress is causing you concern, or quickly put you in contact with someone who can.

Assistance for specific groups is also available from the Kaiwawao Māori, Manaaki Pihipihinga or Victoria International.

In addition, the Student Services Group (email [student-services@vuw.ac.nz](mailto:student-services@vuw.ac.nz)) is available to provide a variety of support and services. Find out more at [www.vuw.ac.nz/st\\_services/](http://www.vuw.ac.nz/st_services/).

VUWSA employs Education Coordinators who deal with academic problems and provide support, advice and advocacy services, as well as organising class representatives and Faculty delegates. The Education Office (tel. 04 463 6983 or 04 463 6984, email [education@vuwsa.org.nz](mailto:education@vuwsa.org.nz)) is located on the ground floor, Student Union Building.

**Manaaki Pihipihinga - Maori and Pacific Mentoring Programme (Faculty of Commerce and Administration)**

This is a mentoring service for Maori and Pacific students studying at all levels. Weekly one hour sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade, and Room 210 and 211, Level 2, Railway West Wing. Sessions cover drafting and discussing assignments, essay writing, and any questions that may arise from tutorials and/or lectures. A computer suite networked to Cyber Commons is available for student use.

To register with Manaaki Pihipihinga, please contact one of the following:

Puawai Wereta  
Room 210, Level 2  
Railway West Wing  
Tel. (04) 463 8997  
Email: [Puawai.Wereta@vuw.ac.nz](mailto:Puawai.Wereta@vuw.ac.nz)

Fa'afai Seiuli  
Room 109 B  
14 Kelburn Parade  
Tel. (04) 463 5842  
Email: [Faafoi.Seiuli@vuw.ac.nz](mailto:Faafoi.Seiuli@vuw.ac.nz)