

School of Government

MAPP 524
INSTITUTIONS AND THE POLICY PROCESS
(15 Points)

Trimester Two 2008

COURSE OUTLINE

Names and Contact Details

Course Coordinator: **Professor Bob Gregory**
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School of Government Office Hours: 8.30am to 5.00pm, Monday to Friday

Trimester Dates

The second trimester runs from Monday 7 July to Saturday 8 November 2008.

Class Times and Room Numbers

Module One: Wednesday 20 August 2008 8.30am – 6.00pm

Module Two: Wednesday 15 October 2008 8.30am – 6.00pm

Module Three: Wednesday 19 November 2008 8.30am – 6.00pm

Locations: Classes will be held on the Pipitea Campus of Victoria University and you will be advised of your classroom one week prior to each module by email.

Course Content

This paper examines the political and institutional context in which public policy is developed and implemented. It focuses on the relationship between politics and public administration and management in a liberal-democratic context, theories of the state, the nature of politics and executive power, political and managerial accountability and responsibility, and interpretations of ‘governance’ in contemporary political analysis. Particular attention is given to the respective roles and accountabilities of ministers and officials in the New Zealand context, with reference to major systemic changes such as state sector reform and MMP.

The course is in two parts:

Part 1 of the course will focus on the context in which institutions are shaped and re-shaped, and public policy developed and implemented, and, in particular on four important contextual elements:

1. The nature of the state and the relationship between the state and civil society.

In public policy and public management, the focus is primarily on the executive branch of government, and its political and administrative dimensions. Locating the executive branch within the broader context of the state allows us to examine such issues as the relationship between economic and political power, debates over the relative merits of ‘big’ versus ‘small’ government, the broader political context for debates over devolution and subsidiarity, and the challenges of bi-culturalism and cultural pluralism.

2. The nature of bureaucracy

The German polymath, Max Weber, described bureaucratization as a central component of rationalization – ‘the master trend of history’. All modern governmental systems are profoundly bureaucratic in nature, despite reformist rhetoric which espouses sound-bite slogans such as ‘the end of bureaucracy’. We discuss the essential elements of bureaucracy as a generic organizational form, and examine more closely the evolving character of New Zealand governmental bureaucracy.

3. The constitutional context

This section will examine the specific elements of New Zealand’s constitutional arrangements, and the formal/legislative, and informal/conventional elements of these arrangements. Each of the three branches of government – executive, legislative, and judicial – will be considered against the backdrop of the doctrine of the separation of powers. The constitutional

significance of the Treaty of Waitangi will be examined, as will the application of Treaty principles to the policy process. In this section, we will also examine New Zealand's electoral system, and the significance of political parties to New Zealand's constitutional arrangements.

4. The historical context

The founding 'pillars' of the state sector include notions of political neutrality, ministerial responsibility, a career service, anonymity, and a unified public service. In this section, we explore the origins and on-going relevance of these institutional pillars as a prelude to our examination of some contemporary issues in public management and administration.

Part 2 of the course will focus on three main issues:

1. The executive – structure, function and accountability

The first section will cover the constitutional and conventional foundations of the structures of executive power in New Zealand, with reference to the Westminster 'model' of parliamentary democracy. Particular attention will be given to the changing relationships between the political executive (Cabinet) and the bureaucratic executive, especially as a consequence of the state sector reforms (below) and the introduction of MMP; the meaning of and quest for enhanced executive accountability; and the development of local and regional government structures and functions, and relationships with central government.

2. State sector reform in New Zealand: 1988-2008

This section will examine some of the ideas and theories that informed the revolutionary re-shaping of the New Zealand state in the mid to late 1980s and early 1990s, the legislative vehicles used to prosecute these changes, and consequences for institutional design and reshaping. The focus will then move to assessments of these reforms, and contemporary issues in state sector reform.

3. Government and governance

This final section will explore the distinction between government and governance, and the dimensions of traditional and emerging modes of governance, including network theory and practice, the marketization of public goods and services, contractualism and the 'hollowing out of the state'. This section will also examine the implications for governance and public administration of international and inter-governmental institutions.

Topics will include:

- The political, historical, constitutional and organisational contexts for public administration and management in New Zealand.
- The consequences of the move to MMP.
- Political and economic accounts of bureaucratic organizations.
- State sector reform in New Zealand in the late 1980s and early 1990s.
- Contemporary issues in state sector reform.
- Government, governance, and the hollowing out of the state.
- Politics, administration, and accountability.
- Ethos, ethics, and corruption.

Course Objectives

By the completion of the course, participants will be able to demonstrate an understanding of:

- Theories of the state; and the relationship between the state, civil society, and the market.
- Liberal-democratic theory and the nature of politics.
- The framework of the New Zealand system of government, and the specific role and contribution of the state sector within New Zealand's constitutional arrangements, including the Treaty of Waitangi.
- The changing political context for public administration and management within New Zealand, including the impact of the move to MMP.
- The interaction between political and administrative imperatives, how that interaction plays out in the political and administrative arms of executive government in New Zealand, and the consequences for the accountability of ministers and state servants.
- Theoretical approaches to public administration, including the nature of bureaucratic organization, rationality, and political and economic interpretations of bureaucratic behaviour.
- The ideas informing, and the political, institutional and organizational 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 of contemporary issues in state sector reform and renewal, including the Review of the Centre.
- The nature and relevance of a state sector ethos, and some of the implications for the work of public servants.
- The distinction between government and governance.

Expected Workload

The learning objectives set for each course are demanding and, to achieve them, candidates must make a significant commitment in time and effort to reading, studying, thinking, and completion of assessment items outside of contact time. Courses vary in design but all require preparation and learning before the first module. Regular learning is necessary between modules (students who leave everything to the last moment rarely achieve at a high level). Expressed in input terms, the time commitment required usually translates to 65-95 hours (excluding class contact time) per course.

Readings

There will be no set text for this course. Instead, students will be given a set of course readings, which will be prepared in two parts.

In addition, the course coordinator may make additional course material available from time to time.

Students will also find the following books particularly relevant:

- J Boston et al (1996) *Public Management: The New Zealand Model*, Oxford University Press.
- J. Boston et al (1999) *Electoral and Constitutional Change in New Zealand: An MMP Source Book*, The Dunmore Press.
- T. Christensen and P. Laegreid (eds.) (2006) *Autonomy and Regulation: Coping with Agencies in the Modern State*, Edward Elgar
- M. Hill (1997) *The Policy Process in the Modern State*, Third Edition, Prentice Hall/Harvester Wheatsheaf.
- E. McLeay (1995) *The Cabinet and Political Power in New Zealand*, Oxford University Press.
- R. Miller (ed.), (2006) *New Zealand Government and Politics*, Fourth Edition, Oxford University Press.
- R Mulgan (2003) *Holding Power to Account: Accountability in Modern Democracies*, Palgrave Macmillan.
- G. Palmer and M. Palmer (2004) *Bridled Power: New Zealand's Constitution and Government*, Oxford University Press
- R. Shaw and C. Eichbaum (2005) *Public Policy in New Zealand: Institutions, Processes and Outcomes*, Pearson/Prentice Hall

Assessment Requirements

Essay I (part 1 of the course)	2,500 words	50%
Essay II (part 2 of the course)	2,500 words	50%

Essay topics and due dates will be distributed in the first class.

Please submit ALL assignments IN HARD COPY to:

Post Experience Programmes,
 School of Government,
 Victoria University of Wellington,
 Level 8 Reception,
 Rutherford House,
 23 Lambton Quay,
 P.O. Box 600,
 Wellington.

Assignments that are submitted in person should be placed in the secure box at School of Government reception (Level 8, Rutherford House) during office hours of 8.30am to 5.00pm, Monday to Friday. The assignment box is cleared daily, and assignments will be date stamped.

Students should keep a copy of all submitted work.

Penalties

Failure to meet deadlines disrupts course planning and is unfair on students who do submit their work on time. It is expected therefore that course members will complete and hand in

assignments by the due date. Marks may be deducted where assignments are submitted after the due date. For out of town students, two calendar days' grace is given to allow for time in the post.

If ill-health, family bereavement or other personal emergencies 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. Note that this applies only to extreme unforeseen circumstances and is not necessarily awarded. You should let your Course Coordinator know as soon as possible in advance of the deadline if you are seeking an extension.

Mandatory Course Requirements

To fulfil the mandatory course requirements for this course, you are required to:

1. Submit all assignments by the due date;
2. Attend all contact sessions of the course.

Communication of Additional Information

Additional information may be provided in class, by post, by email or via Blackboard.

Withdrawal Dates

Students giving notice of withdrawal from this course after **Monday 1 September 2008** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Wednesday 19 November 2008** are regarded as having failed the course, unless the Associate Dean subsequently gives approval to withdraw.

Notice of withdrawal must be in writing / emailed to the Masters Administrator. Ceasing to attend or verbally advising a member of staff will NOT be accepted as a notice of withdrawal.

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 on the ground floor (EA 005). This counter is the first point of contact for:

- 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.

Use of Turnitin

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 identifies material that may have been copied from other sources, including the Internet, books, journals, periodicals or the work of other students. Turnitin is used to assist academic staff in detecting misreferencing, misquotation, and the inclusion of unattributed material, which may be forms of cheating or plagiarism. At the discretion of the School, handwritten work may be copy typed by the School and subject to checking by Turnitin. You are strongly advised to check with your tutor or the course coordinator if you are uncertain about how to use and cite material from other sources. 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.

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 or go to www.victoria.ac.nz/home/about/policy/students.aspx

For information on the following topics, go to the Faculty's website www.victoria.ac.nz/fca, under Important Information for Students:

- Academic Grievances
- Student and Staff Conduct
- Meeting the Needs of Students with Impairments
- Student Support

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 students or staff.

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

Note: including the work of others will not be considered plagiarism as long as the work 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:

www.victoria.ac.nz/home/studying/plagiarism.html

Manaaki Pihipihinga Programme

Manaaki Pihipihinga is an academic mentoring programme for undergraduate Māori and Pacific students in the Faculties of Commerce and Administration, and Humanities and Social Sciences. Sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade (back courtyard), Room 109D, and Room 210, Level 2, Railway West Wing. There is also a Pacific Support Coordinator who assists Pacific students by linking them to the services and support they need while studying at Victoria. Another feature of the programme is a support network for Postgraduate students with links to Postgraduate workshops and activities around Campus.

For further information, or to register with the programme, email manaaki-pihipihinga-programme@vuw.ac.nz or telephone (04) 463 6015. To contact the Pacific Support Coordinator, email pacific-support-coord@vuw.ac.nz or telephone (04) 463 5842.