



School of Government

PUBL 202/POLS 235 INSTITUTIONS AND THE POLICY PROCESS

Trimester Two 2008

COURSE OUTLINE

Names and Contact Details

Course Coordinator: Professor Bob Gregory
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Trimester Dates

Monday 7 July to Saturday 8 November 2008

Class Times and Room Numbers

Lectures:

Monday, 2.10 – 3.00pm HULT 119
Wednesday, 2.10 – 3.00pm HULT 119
Friday, 2.10 – 3.00pm HMLT 003

Tutorials:

Monday, 12.40-1.30pm, RWW221
Monday, 3.10-4.00pm, KK104
Tuesday, 12.40-1.30pm, RWW221
Wednesday, 3.10-4.00pm, OK501
Friday, 1.10-2.00pm, OK301
Friday, 3.10-4.00pm, HU221

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. Depending on the class size, not all of the six tutorials listed above may be offered. There is a maximum of 16 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 Professor Gregory.

Course Content

The course is in two parts, separated by the mid-trimester break (18-31 August).

Part 1

The first part examines the framework of the New Zealand 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 conclude by reflecting on some of the key challenges facing the New Zealand system of public administration in 2008 and in the immediate future.

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 biculturalism 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.

See page 10 for lecture schedule.

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.

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 textbook for this course is:

Richard Shaw and Chris Eichbaum, 2005, *Public Policy in New Zealand: Institutions, Processes and Outcomes*, Auckland: Pearson/Prentice Hall

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 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.), 2006, New Zealand Government and Politics (Fourth 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 and Peter Aimer, 2004, Politics in New Zealand (Fourth 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 Government
<http://www.beehive.govt.nz/>

New Zealand Parliament
<http://www.parliament.nz/en-NZ>

Office of the Controller and Auditor-General
<http://www.oag.govt.nz/>

Office of the Ombudsmen
<http://www.ombudsmen.govt.nz/>

New Zealand State Services Commission
www.ssc.govt.nz

New Zealand Cabinet Office
www.dPMC.govt.nz

New Zealand Treasury
www.treasury.govt.nz

Assessment Requirements

ASSESSMENT	DUE DATE	WEIGHT
1 st Essay (2,000 words)	Friday 15 August	25%
2 nd Essay (2,000 words)	Friday 3 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 2008 examination will be similar in structure to that used in previous years.

Students with examinations are obliged to be present at university until the end of the examination period. **Examination dates for trimester two: Friday 17 October to Saturday 8 November 2008.**

Assignments

Assignments should be placed in the secure box at School of Government reception (8th floor Rutherford House) during the office hours, which are 8.30 am – 5.00 pm. The assignment box is cleared daily, and assignments will be date stamped. Students should keep a secure copy of all assignments (i.e. hard copy and e-file).

Please do not try to submit your essays in any other way. They will not be accepted.

Topic for assignment one (2000 words; due 5pm, Friday 15 August):

Whereas the New Zealand state sector reforms of the 1980s and early 90s were strongly influenced by some key theoretical ideas about how governmental organisations should be structured and managed, the changes introduced since 2000 have been more piecemeal and

pragmatic in addressing some of the weaknesses of the original reforms. Discuss this statement, using examples to illustrate your argument.

There will be opportunity to discuss this assignment in tutorials.

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 Professor Gregory know – confidentiality is guaranteed.
- NB that requests for extensions must be received before the due date of an assignment.
- Late essays must be submitted to School of Government reception.
- 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

1. Attendance at no fewer than eight of the scheduled tutorial sessions (you are strongly encouraged to attend all tutorials).
2. Submission of all written assignments, by the due dates.
3. Sit the course examination.

Students who fail to satisfy the mandatory requirements for passing this course, other than the requirement to obtain a C grade overall, will not receive a graded result, and their records will show a "K" (fail due to not satisfying mandatory course requirements, even though the student's course requirements reached the level specified for a pass).

To pass PUBL 202/POLS 235 a student must meet the mandatory requirements and achieve at least a total of 50% over all the assessment.

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 on the ground floor (EA005). 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 <<http://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 Head of 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 phone (04) 463 6015. To contact the Pacific Support Coordinator, email pacific-support-coord@vuw.ac.nz or phone (04) 463 5842.

LECTURE SCHEDULE

Indicative (ie, subject to change) lecture schedule and tutorial topics

Lectures	Lecture topics	Tutorial topic
Week one	Introduction	No tutorial
Monday 7 July	Introductory class – institutions and the policy process	
Wednesday 9 July	The context – constitution	
Friday 11 July	The context – history	
Week two	State and theory	The context: constitution and history
Monday 14 July	State and theory	
Wednesday 16 July	Westminster	
Friday 18 July	The Executive Branch – Cabinet and the state sector	
Week 3	Ideas and institutional change	State and theory
Monday 21 July	Overview and drivers	
Wednesday 23 July	Ideas and Theories driving change I	
Friday 25 July	Yes Minister?	
Week 4	The New Zealand model – a work in progress	Ideas and institutional change
Monday 28 July	From theory to policy design	
Wednesday 30 July	Legislative change – the ‘bureaucratic revolution’	
Friday 1 August	Key themes and issues	
Week 5	Assessment and incremental change 1991 – 1999	The New Zealand model – a work in progress
Monday 4 August	Evaluating a system reform	
Wednesday 6 August	Assessments I	
Friday 8 August	Assessments II	
Week 6	Putting humpty together again	State sector reforms – strengths and weaknesses
Monday 11 August	The post 1999 period – consolidation and renewal?	
Wednesday 13 August	From the Review of the Centre to the Development Goals	
Friday 15 August	A new model?	
	<i>First Assignment due 15 August</i>	
	Mid Trimester break	

Lectures	Lecture topics	Tutorial topic
Week 7	Politics, administration and Politicisation	Assignment #1 feedback and the state of the state
Monday 1 Sept	Politics and Administration	
Wednesday 3 Sept	Politicisation I	
Friday 5 Sept	Politicisation II	
Week 8	Ethics and ethos	Politicisation
Monday 8 Sept	Definitions and issues	
Wednesday 10 Sept	Policy – infrastructure and performance	
Friday 12 Sept	Panel or guest speaker (tbc)	
Week 9	Cultural pluralism, bi-culturalism and the NZ state	Ethics and ethos
Monday 15 Sept	Definitions and issues	
Wednesday 17 Sept	Institutional responses	
Friday 19 Sept	Panel or guest speaker (tbc)	
Week 10	Policy case studies	Cultural pluralism, bi-culturalism and the NZ state
Monday 22 Sept	Employment policy	
Wednesday 24 Sept	Tertiary education policy	
Friday 26 Sept	Social Assistance policy	
Week 11	Governance	Policy case studies
Monday 29 Sept	Government and governance	
Wednesday 1 October	Models of governance	
Friday 3 October	Governance and the NZ state	
	<i>Second assignment due 3 October</i>	
Week 12	Review	Governance and review
Monday 6 October	Revision class 1	
Wednesday 8 October	Revision class 2	
Friday 10 October	Evaluation	

TUTORIAL SCHEDULE AND READINGS

Note: students should be guided by the study questions at the end of each chapter of the course textbook. Questions are provided below for the tutorials where no textbook chapter is specified.

1. Week beginning 14 July: Introduction/constitutional and historical contexts

Reading: Textbook, chapters 1, 2, 3, 4

2. Week beginning 21 July: Theories of the state

Reading: Textbook, chapters 11 and 12

3. Week beginning 28 July: Ideas and theories underpinning the ‘New Zealand model’

Reading: Boston et al (1996) (handout)

Questions:

What are the key elements of economic interpretations of political and bureaucratic behaviour?

What is agency theory, and how did it inform the New Zealand model?

What is meant by the term ‘managerialism’?

4. Week beginning 4 August: The New Zealand model

Reading: Textbook, chapters 5, 6, and 10

5. Week beginning 11 August: Assessments of the New Zealand model

Reading: Gregory (handout); Boston and Eichbaum (handout)

Questions:

What have been the main benefits to (a) government officials, and (b) the public, flowing from the state sector changes of the 1980s?

Have government organisations become less ‘bureaucratic’ or more so, as a result of the changes of the 1980s? Why?

MID-TRIMESTER BREAK (18 – 31 August)

6. Week beginning 1 September: Assignment feedback

7. Week beginning 8 September: Meanings of ‘politicisation’

Reading: Textbook, chapter 10; Weller (handout)

8. Week beginning 15 September: Ethics and ethos in the state services

Reading: Gregory (handout); State Services Commission’s Standards of Integrity & Conduct (handout)

Questions:

New Zealand government is widely understood to be among the very least corrupt in the world. See Transparency International’s Corruption Perceptions Index (CPI):

<http://www.transparency.org>

Why has New Zealand rated so highly since the introduction of the CPI in 1995? Is this high ranking valid?

What is the ‘public service ethos’? Has it been weakened during the past 10 years or so, and if so, what is being done, and can be done, to try to strengthen it?

9. Week beginning 22 September: Biculturalism and multiculturalism and the state sector in New Zealand

Reading: Mason Durie (handout)

Questions:

In the governmental context, what is meant by the terms ‘biculturalism’, and ‘multiculturalism’?

What are equal employment opportunity (EEO) policies, in government, and are they desirable? If so, why? If not, why not?

Currently, about 20% of Public Service chief executives in New Zealand are women. Would it make a difference if 80% of them were women, not men? If so, how and why? If not, why not?

10. Week beginning 29 September: Policy case studies

Reading: Textbook, chapters 13, 14, 15

11. Week beginning 6 October: The idea of ‘governance’; course revision

Reading: Textbook, chapter 16; Peters and Pierre (handout)
