

School of Government

PUBL 202/POLS 235
INSTITUTIONS AND THE POLICY PROCESS

Trimester Two 2009

COURSE OUTLINE

Names and Contact Details

Course Coordinator: Dr John Wilson
Room: Rutherford House Level 8, Room 802, Pipitea Campus
(Friday afternoons)
Phone: (04) 471 9358 (Parliament)
Email: John.Wilson@vuw.ac.nz
John.Wilson@parliament.govt.nz

Administrator: Mara Robertson
Room: Rutherford House Level 8, Room 821, Pipitea Campus
Phone: (04) 463 6599
Email: Mara.Robertson@vuw.ac.nz

Trimester Dates

Teaching Period: Monday 13 July to Friday 16 October 2009
End of Year Study Period: Monday 19 October to Monday 26 October 2009
Examination Period: Tuesday 27 October to Saturday 14 November 2009 (inclusive)

Note: Students who enrol in courses with examinations should be able to attend an examination at the University at any time during the formal examination period.

Class Times and Room Numbers

Lectures:

Tuesday, 9.00 – 9.50am, Murphy LT102
Wednesday, 9.00 – 9.50am, Murphy LT102
Friday, 9.00 – 9.50am, Murphy LT102

Tutorials:

Tuesday, 10.00am – 10.50am, Easterfield 026
Tuesday, 12.00pm – 12.50pm, KP24 103
Wednesday, 1.10pm – 2.00pm, Cotton 216
Friday, 10.00am – 10.50am, Kirk 204
Friday, 11.00am – 11.50am, Von Zedlitz 506

Tutorials

Attendance at no fewer than eight of the scheduled tutorial sessions is part of the Mandatory Course Requirements. 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 five 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 Dr Wilson.

Withdrawal dates: Information available via
<http://www.victoria.ac.nz/home/admisenrol/payments/withdrawalsrefunds.aspx>

Course Content

The course is in two parts, separated by the mid-trimester break (24 August – 6 September).

Part 1

The first part examines the framework of the New Zealand system of government, including the constitutional and historical contexts, and the institutional makeup 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 2009 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 ongoing 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 the 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*, PrenticeHall Canada Inc., p. 2 (emphasis added.)

Course Objectives: By the end of this course, students should be able to:		Major Attributes
1	Describe the main features of the New Zealand system of government and explain the specific role and contribution of the state sector.	MA 2
2	Describe the constitutional and historical context for contemporary public administration in New Zealand.	MA 13
3	Summarise the principal theoretical approaches to the role of the state, and show how these relate to the New Zealand system of government.	MA 4
4	Describe the influence of theory and ideology in the context of New Zealand’s state sector reforms in the period from 1985 to 1995.	MA 2
5	Compare and contrast the trajectory of state sector reform in the 1980 and 1990s with contemporary developments in state sector and public administration reform.	MA 2
6	Illustrate the importance of political neutrality in the context of New Zealand public administration and assess challenges to political neutrality (politicisation).	MA 2
7	Summarise the relevance of ethics in the context of both the institutional and personal dimensions of public administration and public service.	MA 12

Course Objectives: By the end of this course, students should be able to:		Major Attributes
8	Explain the relevance of the Treaty of Waitangi and the significance of biculturalism and multiculturalism for public administration in New Zealand.	MA 13

Major Attributes: PUBL majors will be able to	
MA1	Judge the defining features of good policy analysis and advice and appraise how they are best produced
MA2	Demonstrate an understanding of the influence of political ideas and philosophies, and of constitutional and political institutions on public policy
MA3	Demonstrate an understanding of the contribution of quantitative and qualitative methods in policy analysis
MA4	Identify the nature and respective roles of state and civil society in the development, implementation and evaluation of public policy, and demonstrate an understanding of the distinction between government and governance
MA5	Appraise different disciplinary contributions to the development, implementation and evaluation of public policy
MA6	Judge the relevance and importance of evidence in policymaking
MA7	Apply the comparative method to policy analysis, and identify insights that might be drawn from other policy jurisdictions
MA8	Judge and articulate the relevant criteria that might be used in assessing the advantages and disadvantages of particular policy options
MA9	Analyse complex policy issues from multiple perspectives and identify opportunities for innovation
MA10	Express ideas succinctly and persuasively both in written form and orally
MA11	Construct and articulate rationales for public policy intervention
MA12	Demonstrate an understanding of the significance of ethics and accountability in the study and practice of public policy
MA13	Interpret the significance of the Treaty of Waitangi (Te Tiriti o Waitangi) in the study and practice of public policy in New Zealand

Course Delivery

The course will be delivered through three 1 hour lectures and through one 1 hour tutorial per week. The tutorials are based on the lecture material and take the format of general discussion structured around several set questions. Students are expected to be able to answer the tutorial questions based on the assigned reading and to participate in the general discussion.

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, 2008, *Public Policy in New Zealand: Institutions, Processes and Outcomes*, 2nd ed., Auckland: Pearson/Prentice Hall. The second edition includes an extra chapter – on Governance – and some case study and other information has been updated from the first (2005) edition. This text will be supplemented by readings that will be distributed in lectures from time to time.

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 21 August	25%
2 nd Essay (2,000 words)	Friday 9 October	25%
Final exam	Check schedule	50%

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

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.

Note: 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 audit purposes. The findings may be used to inform changes aimed at improving the quality of FCA programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.

Examinations

Advice on the structure and content of the examination will be provided towards the end of the trimester. It is probable that the 2009 examination will be similar in structure to that used in previous years.

The final examination for this course will be scheduled at some time during the period from Tuesday 27 October to Saturday 14 November 2009.

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 Dr Wilson 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.

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 mis-referencing, 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.

For the following important information follow the links provided:

Academic Integrity and Plagiarism

<http://www.victoria.ac.nz/home/study/plagiarism.aspx>

General University Policies and Statutes

<http://www.victoria.ac.nz/home/about/policy/academic.aspx>

Faculty of Commerce and Administration Offices

<http://www.victoria.ac.nz/fca/studenthelp/Contactus.aspx>

Manaaki Pihipihinga Programme

http://www.victoria.ac.nz/st_services/mentoring/

LECTURE SCHEDULE & TUTORIAL TOPICS
(indicative only – subject to change)

Lectures	Lecture Topics	Tutorial Topics
Week 1	Introduction and Context	
Tue 14 July	Introductory class – institutions and the policy process	No tutorial
Wed 15 July	The constitutional context	
Fri 17 July	The historical context	
Week 2	Theoretical Perspectives	
Tue 21 July	State and theory	The constitutional and historical context
Wed 22 July	Westminster	
Fri 24 July	The executive branch – cabinet and the state sector	
Week 3	Ideas and Institutional Change	
Tue 28 July	Overview and drivers	State and theory
Wed 29 July	Ideas and theories driving change	
Fri 31 July	Yes Minister?	
Week 4	The New Zealand Model – A work in progress	
Tue 4 August	From theory to policy design	Ideas and institutional change
Wed 5 August	Legislative change – the ‘bureaucratic revolution’	
Fri 7 August	Key themes and issues	
Week 5	Assessment and Incremental change 1991 - 1999	
Tue 11 August	Evaluating a system reform	The New Zealand model
Wed 12 August	Assessments I	
Fri 14 August	Assessments II	
Week 6	Putting Humpty Together Again	
Tue 18 August	The post 1999 period – consolidation and renewal?	State sector reforms – strengths and weaknesses
Wed 19 August	From the review of the centre to the Development Goals	
Fri 21 August	A new model?	
	1st Assignment due (21 August)	

Mon 24 Aug – Sun 6 Sept	Mid Trimester Break	
Week 7 Tue 8 September Wed 9 September Fri 11 September	Politics, Administration and Politicisation Politics and Administration Politicisation I Politicisation II	Feedback on Assignment #1 and the state of the state
Week 8 Tue 15 September Wed 16 September Fri 18 September	Ethics and Ethos Definitions and issues Policy – infrastructure and performance Panel or guest speaker	Politicisation
Week 9 Tue 22 September Wed 23 Sept Fri 25 September	Cultural Pluralism, Bi-culturalism and the NZ State Definitions and Issues Institutional responses Panel or guest speaker	Ethics and ethos
Week 10 Tue 29 September Wed 30 September Fri 2 October	Policy Case Studies Employment policy Tertiary education policy Social assistance policy	Cultural pluralism and biculturalism
Week 11 Tue 6 October Wed 7 October Fri 9 October	Governance Government and governance Models of governance Governance and the NZ state 2nd Assignment due (09 October)	Policy case studies
Week 12 Tue 13 October Wed 14 October Fri 16 October	Course Review Revision class I Revision class II Evaluation	Governance and review