

**School of Government**

**MAPP 524**  
**INSTITUTIONS AND THE POLICY PROCESS**  
(15 Points)

**Trimester Two / 2010**

**COURSE OUTLINE**

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**Names and Contact Details**

**Course Coordinator:** **Associate Professor Graham Hassall**  
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**Office Hours:** 8.30am to 5.00pm, Monday to Friday

**Trimester Dates**

**Teaching Period:** Friday 9 July – Friday 12 November 2010

**Class Times and Room Numbers**

<b>Module One:</b>	Friday 9 July 2010	8.30am – 6.00pm
<b>Module Two:</b>	Friday 27 August 2010	8.30am – 6.00pm
<b>Module Three:</b>	Friday 22 October 2010	8.30am – 6.00pm

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

## **Withdrawal Dates**

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.

Your fees will be refunded if you withdraw from this course on or before **Wednesday 28 July 2010**.

The last date for withdrawal from this course is **Tuesday 28 September 2010**. After this date, permission to withdraw requires the approval of the Associate Dean (Students), as set out in section 8 of the Personal Courses of Study Statute

(<http://policy.vuw.ac.nz/Amphora!~policy.vuw.ac.nz~POLICY~000000001743.pdf>). To apply for this permission, fill in the Late Withdrawal form available from either of our Student Customer Service Desks, or downloaded from [www.victoria.ac.nz/fca/studenthelp/Forms.aspx](http://www.victoria.ac.nz/fca/studenthelp/Forms.aspx).

## **Course Content**

The course examines the political and institutional context of public policymaking in New Zealand, but with wider application. General topics covered include institutions and ideas, theories of the state, the nature of bureaucracy and executive power, professionalism, accountability and responsibility, 'governance', bureaucratic politics, and major systemic changes such as state sector reform and MMP. The course comprises three one-day "Modules", and comprises 12 face to face sessions. Module 1 examines Institutions and Ideas that form the foundation to many contemporary systems of government, including New Zealand's. Module 2 looks at these ideas in the specific context of New Zealand. The third and final module looks at drivers of change and key innovations in thought and practice. In pursuit of key attributes that inform teaching at VUW (leadership, communication, critical thinking, creative thinking), student presentations will be integrated into these sessions, with some homework required for modules 2 and 3.

### **A. MODULE 1: INSTITUTIONS AND IDEAS**

#### **1. The State and its institutions**

Session one sets out some fundamental ideas concerning the state and its institutions: the legitimacy of modern states as the foundation of constitutionalism, separation of powers, and the rule of law; possibilities of the separation of powers and political neutrality as established by conditions of democracy.

HABERMAS, J. (2006) Three Normative Models of Democracy. IN BELLAMY, R. (Ed.) *Constitutionalism and Democracy*. Aldershot, Ashgate Dartmouth.

HEYWOOD, A. (2004) *Political Theory: An Introduction*, Houndsmills, Basingstoke, Palgrave Macmillan. Chapter 3 "Politics, Government and the State"; & Chapter 5 "Power, Authority and Legitimacy".

#### **2. Westminster, bureaucracy, and accountability**

Legislative and executive powers under Westminster; key features of the state sector (political neutrality, ministerial responsibility, a career service, anonymity, and a unified public service); the essential elements of bureaucracy as a generic organizational form (Weber and rationalization); contemporary issues in public management and administration;

the nature of professional power; the evolving character of New Zealand governmental bureaucracy and accountability.

BLAU, P. M. & MEYER, M. W. (1987) *Bureaucracy in Modern Society*, New York, Random House.

GREGORY, R. (2003) Accountability in Modern Government. IN PETERS, B. & PIERRE, J. (Eds.) *Handbook of Public Administration*. London, Sage.

GRIFFITH, J. A. G. & RYLE, M. (1989) *Parliament. Functions, Practice and Procedures*, London, Sweet & Maxwell. (Chap. 1: "Parliamentary Government").

HEYWOOD, A. (2007) *Politics*, Houndsmills, Basingstoke, Palgrave Macmillan. (Chap. 16 "Assemblies").

### **3. New Ideas of Governance**

Session three sets out basic ideas that are then explored in more detail in module three: the distinction between government and governance; dimensions of traditional and emerging modes of governance (network theory and practice, the marketization of public goods and services, contractualism and the 'hollowing out of the state'); the shift from vertical to horizontal governance; the rise of networks and multi-level governance.

PIERRE, J. & PETERS, B. G. (2000) *Governance, Politics and the State*, New York, St Martin's Press. (Introduction: what is governance?).

### **4. Research project**

Session four sets out the research and evaluation requirements of the course.

## **B. MODULE 2: THE NEW ZEALAND CONTEXT**

### **5. The Constitutional Context**

New Zealand's constitutional arrangements, and the formal/legislative, and informal/conventional elements of these arrangements; the doctrine of ministerial responsibility; political neutrality and public service 'bargains'; the constitutional significance of the Treaty of Waitangi and the application of Treaty principles to the policy process; New Zealand's electoral system and the implications of the change from FPP to MMP.

JOSEPH, P. A. (2001) *Constitutional and Administrative Law in New Zealand*, Wellington, Brookers.

Also, look for the following online:

JOSEPH, P. A. (2004) The Treaty of Waitangi: a text for the performance of nation. *Oxford University Commonwealth Law Journal* 4, 114-23.

### **6. State sector reform since 1988**

The ideas and theories that informed the revolutionary re-shaping of the New Zealand state in the mid to late 1980s and early 1990s; assessments of these reforms, and contemporary issues in state sector reform; the State Services Commission; Public sector ethics.

BOSTON, J. (2000) The challenge of Evaluating Systemic Change: The Case of Public Reform Management. *IPMN Conference 'Learning from Experiences with new Public Management'*, Macquarie Graduate School of Management.

HENDERSON, A. (1990) *The Quest for Efficiency: The origins of the State Services Commission*, Wellington, State Services Commission.

### **7. Research Project Presentations**

This session will include research project presentations.

### **8. The Policy Process in New Zealand**

Political agenda setting; civil society and public opinion.

KNOEPFUL, P., LARRUE, C., VARONE, F. & HILL, M. (2007) *Public Policy Analysis*, Bristol, The Policy Press.

SHAW, R. & EICHBAUM, C. (2009) *Public Policy in New Zealand*, Rosedale, Pearson Prentice Hall (chapters 2, 10, 11).

## **C. MODULE 3: FROM GOVERNMENT TO GOVERNANCE**

### **9. Drivers of change (I)**

Key governance drivers; e-Government and Governance; Multi-level governance; communications; the rise of civil society and expertise.

NORMAN, R. (2005) *Obedient Servants? Management Freedoms & Accountabilities in the New Zealand Public Sector*, Wellington, Victoria University Press.

WEBB, K. (2005) Sustainable governance in the Twenty-First Century: Moving beyond Instrument Choice. IN ELIADIS, P., HILL, M. M. & HOWLETT, M. (Eds.) *Designing Government: From Instruments to Governance*. Montreal & Kingston, London, Ithica, McGill-Queen's University Press.

SOUTER, D. (2010) *World Summit on the Information Society: Turning Targets into Action*, Paris, UNESCO.

UNESCO (2005) *Towards Knowledge Societies*, Paris, UNESCO.

### **10. Drivers of change (II)**

Leadership; policy networks and governance; theory of constraints

CHRISTENSEN, T., LIE, A. & LAEGREID, P. (2007) Still Fragmented Government or Reassertion of the Centre? IN CHRISTENSEN, T. & LAEGREID, P. (Eds.) *Transcending New Public Management: The Transformation of Public Sector Reforms*. Aldershot, Ashgate.

RONESS, P. G. (2007) Types of State Organizations: Arguments, Doctrines and Changes Beyond New Public Management. IN CHRISTENSEN, T. & LAEGREID, P. (Eds.) *Transcending New Public Management: The Transformation of Public Sector Reforms*. Aldershot, Ashgate.

### **11. Project Presentations**

This session will include research project presentations.

## 12. Course review and project consultation

This session will review the content of the three modules, as well as consider the requirements for the final course project.

## Course Learning Objectives

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

- Explain theories of the state; and the relationship between the state, civil society, and the market.
- Identify the main elements of New Zealand's constitutional system.
- Explain the historical process of 'rationalization' (Max Weber) and how it informs the character of modern governmental systems.
- Critically assess the nature of bureaucratic rationality and action, bureaucratic and professional power, and bureaucratic politics.
- Examine the changing political context for public administration and management within New Zealand, including the impact of the move to MMP, and the emergence of the 'governance' paradigm.
- Distinguish between the concepts of accountability and responsibility in government, and how these ideas explain the behaviour of governmental officials, both elected and appointed.

## Course Delivery

This course is delivered in a modular format, which includes a minimum of 24 hours contact. The 24 hours are broken up into three separate days of eight hours each (a 'module'). There are three modules in the course with approximately five to six weeks between each module. **Attendance is required at all three modular teaching days (8.30am – 6.00pm).**

Time	Session
8.30am – 9.00am	Preliminaries
9.00am – 10.30am	1
10.30am – 11.00am	Break
11.00am – 12.30pm	2
12.30pm – 1.30pm	Lunch
1.30pm – 3.30pm	3
3.30pm – 4.00pm	Break
4.00pm – 6.00pm	4

## 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 before the first module (see Course Content above).

Additional course material may be handed out to the class during the course.

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.
- T. CHRISTENSEN AND P. LAEGREID (eds.) (2007) *Transcending New Public Management: The Transformation of Public Sector Reforms*, Aldershot UK: Ashgate.
- M. HILL (1997) *The Policy Process in the Modern State*, Third Edition, Prentice Hall/Harvester Wheatsheaf.
- C. HOOD AND M. LODGE (2006) *The Politics of Public Service Bargains: Reward, Competency, Loyalty - and Blame*, Oxford: Oxford University Press.
- R. HUMMEL (1994) *The Bureaucratic Experience: A Critique of Life in the Modern Organization*, 4<sup>th</sup> edn., New York: St. Martin's Press.
- 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.
- R. NORMAN (2005) *Obedient Servants? Management Freedoms and Accountabilities in the New Zealand Public Sector*, Wellington, Victoria University Press.
- G. PALMER AND M. PALMER (2004) *Bridled Power: New Zealand's Constitution and Government*, Oxford University Press.
- M. PREBBLE (2010) *With Respect. Parliamentarians, officials, and judges too*, Wellington, Institute of Policy Studies.
- R. SHAW AND C. EICHBAUM (2008) *Public Policy in New Zealand: Institutions, Processes and Outcomes*, 2<sup>nd</sup> edn., Pearson/Prentice Hall.

Online resources:

- Policy Quarterly is online at <http://ips.ac.nz/publications/publications/list/10>

## Assessment Requirements

The course has three assessment exercises:

1. **Research Project** (34%)
2. **Essay I** (relating to the first three course learning objectives), 2,500 words: (33%)
3. **Essay II** (relating to the second three course learning objectives), 2,500 words: (33%)

Research and Essay topics will be distributed in Module one.

As half of the class (group A) will present their research projects during module 2 and half (group B) will present during module 3, the dates for hand in of assignments are as follows

<u>Group A</u>	<u>Group B</u>
<b>Research Project:</b> Present on Friday 27 August 2010 (module 2) and submit by Friday 3 September 2010	<b>Research Project:</b> Present on Friday 22 October 2010 (module 3) and submit by Friday 29 October 2010
<b>Essay I:</b> Submit by Friday 22 October 2010	<b>Essay I:</b> Submit by Friday 27 August 2010
<b>Essay II:</b> Submit by Friday 12 November 2010	<b>Essay II:</b> Submit by Friday 12 November 2010

**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, Pipitea Campus) during office hours of 8.30am to 5.00pm, Monday to Friday. The assignment box is cleared daily, and assignments will be date stamped.

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.

**Students should keep a copy of all submitted work.**

## **Class Attendance**

The School expects you to attend all three modules for the course. If, before enrolment for a course, you are aware that you will not be able to attend a module, you must notify the Director of Master's Programmes when you enrol explaining why you will not be able to attend. The Director of Master's Programmes will consult with the relevant course coordinator. In such circumstances, you may be declined entry into a course.

If you become aware after a course starts that you will be unable to attend a module or a significant part of a module (i.e. more than two hours in any given day), you must advise the course coordinator before the module explaining why you will be unable to attend. The course coordinator may excuse you from attendance and may also require you to complete compensatory work relating to the course content covered during your absence.

## **Penalties, Deadlines and Failure to Meet Due Dates**

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.

## **Mandatory Course Requirements**

Submit or participate in all pieces of assessment required for this course.

## **Communication of Additional Information**

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

### **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.



To access the Blackboard site for this course:

1. Open a web browser and go to [www.myvictoria.ac.nz](http://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" box displays what courses you have access to (please note that only courses that are actually using Blackboard will be displayed), so select "10.2.MAPP524: Institutions & Policy Process" for the course-specific Blackboard site.

**You are recommended to ensure that your computer access to Blackboard is working before the course starts.**

If you have any problems with myVictoria or Blackboard, you should contact the ITS Helpdesk on (04) 463 5050 or [its-service@vuw.ac.nz](mailto:its-service@vuw.ac.nz), or visit the Helpdesk on level 2 of the Railway West Wing, Pipitea Campus. See [www.victoria.ac.nz/its/student-services/](http://www.victoria.ac.nz/its/student-services/) for more information.

## **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](http://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](http://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](http://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.**

## **Other Information**

For the following important information, follow the links provided:

- **Academic Integrity and Plagiarism**  
[www.victoria.ac.nz/home/study/plagiarism.aspx](http://www.victoria.ac.nz/home/study/plagiarism.aspx)
- **General University Policies and Statutes**  
[www.victoria.ac.nz/home/about/policy](http://www.victoria.ac.nz/home/about/policy)
- **AVC (Academic) Website: information including Conduct, Academic Grievances, Students with Impairments, Student Support**  
[www.victoria.ac.nz/home/about\\_victoria/avcacademic/Publications.aspx](http://www.victoria.ac.nz/home/about_victoria/avcacademic/Publications.aspx)
- **Faculty of Commerce and Administration Offices**  
[www.victoria.ac.nz/fca/studenthelp/](http://www.victoria.ac.nz/fca/studenthelp/)
- **Manaaki Pihipihinga Programme**  
[www.victoria.ac.nz/st\\_services/mentoring/](http://www.victoria.ac.nz/st_services/mentoring/)