School of Government

MAPP 524/PUBL 402
INSTITUTIONS AND THE POLICY PROCESS
(15 Points)

Trimester 2 / 2013

COURSE OUTLINE

Names and Contact Details

Course Coordinators:  
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School Office Hours:  
8.30am to 5.00pm, Monday to Friday

Trimester Dates

From Monday 15 July to Friday 15 November 2013

Withdrawal from Course
Formal notice of withdrawal must be in writing on a Course Add/Drop form (available from either of the Faculty’s Student Customer Service Desks) or emailed to the course Administrator. Not paying your fees, ceasing to attend lectures or verbally advising a member of staff will NOT be accepted as a formal notice of withdrawal.

1. Your fees will be refunded if you withdraw from this course on or before **Friday 26 July 2013**.
2. The standard last date for withdrawal from this course is **Friday 27 September 2013**. After this date, students forced to withdraw by circumstances beyond their control must apply for permission on an ‘Application for Associate Dean’s Permission to Withdraw Late’ including supporting documentation. The application form is available from either of the Faculty’s Student Customer Service Desks.

**Class Times and Room Numbers**

<table>
<thead>
<tr>
<th>Module One:</th>
<th>Wednesday 17 July 2013</th>
<th>8.30am – 6.00pm</th>
</tr>
</thead>
<tbody>
<tr>
<td>Module Two:</td>
<td>Wednesday 28 August 2013</td>
<td>8.30am – 6.00pm</td>
</tr>
<tr>
<td>Module Three:</td>
<td>Wednesday 23 October 2013</td>
<td>8.30am – 6.00pm</td>
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**Attendance is required at all three modular teaching days**

This course is taught conjointly with PUBL 402 Aspects of Public Policy: Theory, on a modular basis.

Daily session times:

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>8.30am – 9.00am</td>
<td>preliminaries</td>
</tr>
<tr>
<td>9.00am – 10.30am</td>
<td>1</td>
</tr>
<tr>
<td>10.30am – 11.00am</td>
<td>Break</td>
</tr>
<tr>
<td>11.00am – 12.30pm</td>
<td>2</td>
</tr>
<tr>
<td>12.30pm – 1.30pm</td>
<td>Lunch</td>
</tr>
<tr>
<td>1.30pm – 3.30pm</td>
<td>3</td>
</tr>
<tr>
<td>3.30pm – 4.00pm</td>
<td>Break</td>
</tr>
<tr>
<td>4.00pm – 6.00pm</td>
<td>4</td>
</tr>
</tbody>
</table>

**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. The timetable is also available to view on the Victoria University website ([www.victoria.ac.nz/timetables/](http://www.victoria.ac.nz/timetables/)).

**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.

**Module 1: Institutions and Ideas**

1. **The State and its institutions**
   Session one sets out some fundamental ideas concerning the state and its institutions. It asks how modern states obtain their legitimacy on the foundations of constitutionalism, separation of powers, and the rule of law. Finally, it examines the notion of democracy, and how democracy links to the constitution and the institutions that it establishes.

   **Readings:**

2. **Westminster, bureaucracy, and accountability**
   This session reviews some of the key features of the Westminster system of government, notably the legislative and executive. It looks at traditional values for the exercise of public power under Westminster; such as political neutrality of the bureaucracy, ministerial responsibility, a career service, and anonymity. It examines the essential elements of bureaucracy as a generic organizational form (Weber and rationalization), and the evolving character of New Zealand governmental bureaucracy and accountability. These values help shape the role of electoral systems within Westminster systems.

   **Readings:**

   **Online resource:**
   - An online resource useful for this topic the Australasian Study of Parliament Group [www.aspg.org.au](http://www.aspg.org.au) which includes conference papers as well as the Group's publication "Australasian Parliamentary Review".
3. New Ideas of Governance
Session three sets out basic ideas that are explored in more detail in module three. These include the distinction between government and governance, and dimensions of traditional and emerging modes of governance such as network theory and practice, the marketization of public goods and services, contractualism and the “hollowing-out” of the state. It also examines the shift from vertical to horizontal governance and multi-level governance.

Readings:

4. Research project
Session four sets out the research and evaluation requirements of the course. The details are set out in a separate document.

Module 2: The New Zealand Context

1. The Constitutional Context
This session examines New Zealand’s constitutional arrangements and the formal/legislative, and informal/conventional elements of these arrangements. It looks at 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 for the operation of “multi-party governance”.

Readings:

2. 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.

Readings:


3. **Research Project Presentations**
   This session will include research project presentations.

4. **The Policy Process in New Zealand**
   This examines the ways in which ‘public policy’ is determined in New Zealand. It looks at the roles of public servants, MPs, interest groups, and civil society, in determining the political agenda.

Readings:


**Module 3: From Government to Governance**

1. **Drivers of change - I**
   This session seeks out the key drivers of change to institutions and policy processes. These include new and evolving responses to technology such as e-Government, changing expectations about access to information driven by new technologies as well as growing distrust of government, as well as expanded expectations about communication, discourse and deliberation that have been made possible by new technologies, the rise of civil society and of non-government expertise. The session also examines the issue of leadership style.

Readings:


Additional readings

2. Drivers of change - II
This session continues to explore ‘drivers of change’, focusing on patterns of leadership; the rise of policy networks, and issues of ethics and accountability.

Readings:

3. Project Presentations
This session will include research project presentations.

4. Future Trends
This session will relate the content of the three modules to future trends, 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 seven weeks between each module. Attendance is required at all three modular teaching days (8.30am – 6.00pm).

This course is taught conjointly with PUBL 402 Aspects of Public Policy: Theory.

**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 day of the course and regular learning is also necessary (students who leave everything to the last moment rarely achieve at a high level).

Expressed in input terms, on average, the time commitment required usually translates to approximately 150 hours for a 15-point course.

**Readings and Other Resources**

There will be no set text for this course. Instead, the course readings indicated above will be available on 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” section displays the courses you have access to – select the appropriate link to access the course-specific Blackboard site. Please note that only courses that are actually using Blackboard and have been made available to students by their respective course coordinator will be displayed.

Students will also find the following books particularly relevant:


**Online resources:**
In addition to academic and official publications, portals such as the following are also valuable resources:

• VUW Library – recommended resources in Public Policy: [http://library.victoria.ac.nz/library/resources/guides/publicpolicy.html#guidesection.1391](http://library.victoria.ac.nz/library/resources/guides/publicpolicy.html#guidesection.1391)

• Crawford School of Public Policy [https://crawford.anu.edu.au/](https://crawford.anu.edu.au/)


• Policy Quarterly [http://ips.ac.nz/publications/publications/list/10](http://ips.ac.nz/publications/publications/list/10)

• Political Science [http://pnz.sagepub.com/content/by/year](http://pnz.sagepub.com/content/by/year)


**Public Policy Repositories in New Zealand:**

• NZIER – [www.nzier.org.nz](http://www.nzier.org.nz)
  The authority on independent economic research in New Zealand.

• MOTU – [www.motu.org.nz](http://www.motu.org.nz)
  A “non-profit research institute that carries out high quality, long-term, socially beneficial research programmes. We aim to promote well-informed debate on public policy issues, placing special emphasis on issues relevant to New Zealand policy”.
    - Publication search: [www.motu.org.nz/publications](http://www.motu.org.nz/publications)
    - Working papers: [www.motu.org.nz/publications/working-papers](http://www.motu.org.nz/publications/working-papers)
• MFAT – www.mfat.govt.nz
  The Ministry of foreign affairs and trade’s website provides a range of publications:
  o Corporate: Annual reports.
  o Trade and business: e.g. Closer economic partnerships and a guide to ASEAN
  o Newsletters: e.g. Reviews of Hong Kong, Taiwan and Korea

• DigitalNZ – www.digitalnz.org
  A New Zealand government initiative and enables people to “find, share and use New Zealand's digital content”.

• Inside Wellington –
  http://www.library.auckland.ac.nz/eproducts/InsideWellington/inside_wellington.htm
  Provides up to date links to news articles relating to New Zealand government and central and regional policies.

• Knowledge Basket – www.knowledgebasket.co.nz
  A New Zealand-based private company providing links to 9 online databases:
    o LegislationNZ
    o Linkz
    o Listserv
    o Maori land court minute book index
    o New Zealand Index
    o Newztext
    o New Zealand Refugee Law
    o Taonga
    o Waitangi tribunal
  Some content is only available through a paid subscription. LegislationNZ, Taonga and Listserv are completely free databases but Newztext is partially free and there are fees to use the services for the other databases.

New Zealand Political Studies Association

http://nzpsa.wordpress.com/

**Public Policy Repositories in Australia:**

• Policy Library: www.policylibrary.com
• Institute of Public affairs: www.ipa.org.au
• Australian Policy Online: www.apo.org.au

**Public Policy Repositories in Pacific Islands:**

• Pacific Institute of Public Policy: www.pacificpolicy.org

**Other online databases:**

• Proquest: http://proquest.umi.com/pqdweb?RQT=403&TS=1292366595&clientId=7511
• Ebrary: http://site.ebrary.com/lib/vuw/home.action
Assessment Requirements

The course has three assessment exercises:

1. **Research Project** (30%)
2. **Essay I** (relating to the first three course learning objectives), 2,500 words: (35%)
3. **Essay II** (relating to the second three course learning objectives), 2,500 words: (35%)

1. **Research Project** (30%)

Research Project 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:

<table>
<thead>
<tr>
<th>Group A</th>
<th>Group B</th>
</tr>
</thead>
<tbody>
<tr>
<td>• <strong>Research Project</strong>: Present at Module 2 on Wednesday 28 August 2013</td>
<td>• <strong>Essay I</strong>: Submit by 4pm Wednesday 21 August 2013</td>
</tr>
<tr>
<td>• <strong>Essay I</strong>: Submit by 4pm October 16 2013</td>
<td>• <strong>Research Project</strong>: Present at Module 3 on Wednesday 23 October 2013</td>
</tr>
<tr>
<td>• <strong>Essay II</strong>: Submit by Friday 15 November 2013</td>
<td>• <strong>Essay II</strong>: Submit by Friday 15 November 2013</td>
</tr>
</tbody>
</table>

1. **Research Project**

The topics for research projects will be discussed in class. In addition to topics that flow from the sessions outlined above, these may extend to examination of institutions and the policy process in the context of:

- Global policy networks
- Social media and/or traditional/mass media
- Political parties
- The multiplication of laws and regulations
- Regional councils
- The theory of deliberative democracy
- Evolution of government departments and agencies in New Zealand or elsewhere

**Research Project Assessment**

Instructions for the Research Project are set out in a separate document. The project is worth 30% of your course grade (in addition to two essays which are worth 35% each)
The 30% mark for the Research Project is divided into two parts: 15% for group work and 15% for your individual work. The following chart shows which activities will attract an individual mark and which activities will be assessed as group work:

<table>
<thead>
<tr>
<th>Task with individual mark</th>
<th>Task with Group mark</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality of reflections on individual learning</td>
<td>Quality of problem statement</td>
</tr>
<tr>
<td>Quality of innovation in search, retrieval, analysis, and dissemination of results.</td>
<td>Quality of analysis of current and potential ICT adaptation and use</td>
</tr>
<tr>
<td>Quality of contribution to group process</td>
<td>Quality of teamwork</td>
</tr>
<tr>
<td></td>
<td>Quality of group presentation</td>
</tr>
</tbody>
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**Individual Mark: The Research Report**

Deliverable: 10 page report

Your individual mark will depend on the quality of your individual research report. As the table above shows, you are expected to report on the following:

1. **Describe the ICT related sites and processes that you identified through research and make an assessment of the quality of the materials available on these sites.**
   For instance, since good policy-making requires identification of authoritative, timely, and comprehensive source material, you should report on the sites that your research has identified, and report on the quality of information provided. Conversely, you may find sites that are problematic and give the reasons for this.

2. **Report and reflect on the innovations that you have made to your habits in innovation in search, retrieval, analysis, and dissemination of results.**
   You could do this by explaining your “traditional” methods of searching, storing and using, and then describe new habits or routines that you have picked up through doing this assignment. Obviously, the greater your response to the challenge, the more impressive. You should also feel free to document difficulties and frustrations encountered in doing the assignment, and the extent to which these have or have not been met.

3. **Quality of contribution to group process.**
   The group assignment is inspired by the fact that real-world challenges and tasks invariably require cooperation and networking with others. What efforts have you made during this project to a) contribute leadership; b) foster collaboration; c) overcome obstacles; d) clarify group tasks; e) achieve group objectives? These are just some of ways in which you may document your contribution as leader, communicator, and critical and critical thinker.

Keep in mind that the individual report is your way of adding value to what is expressed in the group report. Each team member will have explored the technology paths in different directions and will then have had to make decisions on what to fold into the group report. Your individual report provides the opportunity to explain and evaluate these individual explorations.
Group Mark: The Research Presentation

Deliverables: presentation in class (duration of the presentation to be advised at Module 1)

Hard copy of group report – this could be a PowerPoint or report in some other format.

Word-length/page-length: ten pages maximum including text and images.

2. **Essay I** (relating to the first three course learning objectives), 2,500 words: (35%)

**Answer one of the following questions:**

1. Based on your understanding of how government and society operate in contemporary New Zealand, which theory of state do you suggest is most closely approximated?
2. Assess the extent to which, in terms of its adherence to Westminster principles and practices, New Zealand’s status has moved from being ‘more Westminster than Westminster’ to that of an ‘outlier’.
3. All modern states conduct their affairs through bureaucracies. However, new ideas about governance have heralded the “hollowing out of the state”. Having selected a specific country for your case study, assess the ways in which “traditional” practices of the institutions of state are undergoing transformation and change.

3. **Essay II** (relating to the second three course learning objectives), 2,500 words: (35%)

**Answer one of the following questions:**

1. Should New Zealand have a single written constitution, and if so, in general terms, what should it provide for?
2. Should New Zealand become a republic? (and what would be some of the constitutional implications and consequences if that were to occur?)
3. What role should public opinion play in a government’s program of policies?
4. Do lobbyists epitomise or distort policy-making processes in democratic cultures?
5. How has New Zealand’s change in system of electoral representation altered public policy processes?
6. Is ‘government’ sufficiently ‘joined up’ in New Zealand? (or another country of interest to you)
7. Is an “outcomes” approach to public service generating better “public value” than earlier public service models? How do you know?
8. If parliament is an ancient institution gradually evolving in the direction of democratic practice, what innovations should it consider next?
9. Have increased emphases in trust and accountability in government made the institutions of government more trustworthy, or merely increased transaction costs?
10. To what extent has the Treaty of Waitangi facilitated an adequate outcome for Maori and Pakeha in contemporary New Zealand? Are current treaty processes adequate to the challenges of the coming decades?
11. What changes have come to the notion and practice of “the public” through such new influences as ICTs, and with what impact on public policy processes?
12. Other research questions must be approved before commencement.

Please submit assignments IN HARD COPY and soft copy (with cover sheet) to:

Post Experience Programmes,
School of Government,
Victoria University of Wellington,
Level 8 Reception,
Rutherford House,
23 Lambton Quay,
P.O. Box 600,
Wellington 6140.

Assignments submitted by post are given two days grace to allow for delivery time, while assignments that are submitted in person should be placed in the secure box at School of Government reception (Level 8, Rutherford House, Pipitea Campus, office hours = 8.30am to 5.00pm, Monday to Friday) by the due date/time. The assignment box is cleared daily, and assignments will be date stamped.

Quality Assurance 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 FCom 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

Attendance is required at all three modular teaching days

If, before enrolment for a course, you are aware that you will not be able to attend for part of a day, 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 significant part of a day (i.e. more than two hours), you must advise the course coordinator 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

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**

You must 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.

**NOTE:** Information emailed to you via Blackboard can only be sent to your @myvuw.ac.nz email address (the free email address created for you when you enrol and accessed via the myVictoria student web portal). If you want to receive these emails at your preferred email address (e.g. your home or work email address), it is **essential** that you activate your @myvuw.ac.nz email address before the start of the course and you modify the settings so all emails sent to it are automatically forwarded to your preferred email address. Please go to [www.victoria.ac.nz/its/student-services/FAQs.aspx](http://www.victoria.ac.nz/its/student-services/FAQs.aspx#Email_Foward) for more information.

**Ensure that your computer access to Victoria University’s computer facilities, such as myVictoria, Blackboard and email, is working BEFORE your course starts.** If you have any problems, you should contact the ITS Helpdesk on (04) 463 5050 or 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). 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. 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. If in doubt, seek the advice of your course coordinator. Plagiarism is simply not worth the risk.

Student Feedback

Student feedback on University courses may be found at www.cad.vuw.ac.nz/feedback/feedback_display.php.

Link to General Information

For general information about course-related matters, go to www.victoria.ac.nz/vbs/studenthelp/general-course-information

Maori and Pacific Mentoring Programme
www.victoria.ac.nz/tpa/