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The Institute of Policy Studies (IPS) operates as a trusted forum for research and discussion on both pressing and longer term public policy issues. The IPS is integrated within the School of Government, well-connected with the public sector and with stakeholders around New Zealand, and engaged with domestic, Pacific, Australian and wider international issues. In 2007 the IPS had a busy year with increased staff, new research projects, a full programme of seminars, lectures and discussion forums and a growing list of publications. The following comprises a snapshot of the year.

The IPS as a Forum

The IPS provides a significant and useful forum for discussion and debate on contemporary policy issues within New Zealand's policy and research communities. Numerous symposiums, seminars, workshops, roundtable meetings and informal discussions were hosted during 2007, often under the Chatham House rule. Topics at these gatherings included: multiculturalism and the welfare state; the constitutional arrangements of the Solomon Islands; economic forecasting and related issues; fertility trends and issues; climate change policy (including the design of post-2012 global arrangements); Pacific governance; comparative constitutional reform issues; public sector management; Zimbabwe; restorative justice; conflict resolution; the rule of law; the funding of political parties; the neutrality of the public service; freedom of information developments; and the results of the 2006 quality evaluation under the Performance-Based Research Fund.

The IPS also hosts events involving a wide range of international visitors and delegations passing through New Zealand, either at the request of government agencies or through university connections. During 2007 this included: James Clad (US Deputy Assistant Secretary of Defense for South and South East Asia); Sekai Holland (Zimbabwean opposition leader); John Ralston Saul (the award-winning essayist and novelist); and Dr Michael Molitor (CE of CarbonShift Australia and senior adviser on carbon management at PricewaterhouseCooper).

The IPS has also regularly used video links to communicate and facilitate dialogue with leading experts overseas and make contributions where appropriate. For example, Dr Jonathan Pershing (the Director of the Climate, Energy and Pollution Program at the World Resources Institute), delivered a presentation via video link to an IPS roundtable; the IPS participated in the Pacific Leaders Virtual Forum for 2007 organised by the Australian National University, and IPS Senior Associate Dr Gabrielle Maxwell gave a keynote presentation via video link to a restorative justice conference in Brazil.

Further, during 2007 IPS staff members participated in a wide range of seminars and conferences through the presentation of papers, participation in panels, chairing sessions, as well as regular public commentary in the media on current domestic and foreign policy issues on which they have expertise. The IPS also continued to convene an external panel as part of the six-monthly review of draft Treasury economic forecasts before they are published.

Emerging Issues Programme

The Emerging Issues Programme (EIP) was a central feature of the work of the IPS during 2007. The EIP involves specific policy-oriented projects undertaken via the IPS/School of Government and funded by Chief Executives (CEs) from across the public sector. The projects have been organised under four broad themes: constitutional and public management; international; environmental; and social, economic and cultural.

The impetus for horizon-scanning discussions organised by the IPS arose initially from discussions amongst CEs at a retreat in 2002 and continued as the EIP from late 2005 under the chair of the State Services Commissioner, Dr Mark Prebble. By the end of 2007, a number of projects had been completed and work was proceeding on at least three others. Most projects in the EIP follow the well-branded IPS process: the preparation of background paper; the hosting of roundtable discussions with an invited and informed group of stakeholders and policy experts; the circulation to participants of (anonymised) notes of the discussions; and, where appropriate, the preparation of a report for publication.

The constitutional and public management theme

Under the broad theme of 'constitutional and public management' there were two projects running during 2007. The core goal of the first, the *Parliament Series*, was to explore how continuing changes in the work of the House of Representatives affects the rest of the state



Paul Callister
Senior Research Fellow



Sir Frank Holmes
Professor Emeritus



Gabrielle Maxwell
Senior Associate

sector. A wide-ranging set of discussions canvassed new technology ('e-representation'), the effects of MMP, how 'ancient powers' (like the power to punish for contempt) are relevant today and the role of 'officers of parliament'. Some of the research papers, discussions and preliminary reports were completed in 2007, with others due for completion during 2008. A special issue of *Policy Quarterly*, featuring the results of this project, is planned for 2008. In the meantime, a preliminary report is available on the IPS website. Former IPS Research Fellow Nicola White, IPS Senior Associate Colin James and IPS Director Dr Andrew Ladley were the conveyors of this series.

The second project was focused on integrated service delivery – *Better Connected Services for Kiwis*. Derek Gill convened this project together with SOG colleagues, Associate Professor Bill Ryan, Elizabeth Eppel and Professor Miriam Lips. The project is a partnership between practitioners and academics and is focused on what is required for government agencies to work together better and join up services to better meet New Zealanders' needs. A workbook arising out of this project is due for completion in mid-2008.

The international theme

Under the theme area 'International' there were two EIP-related projects undertaken during 2007. The first was the *Pasifika Project* under the direction of IPS Senior Associate Alastair Bisley. In 2007, draft research papers were produced by IPS Senior Research Fellow Dr Paul Callister and Robert Didham (Statistics NZ), Professor John Gibson (Waikato University) and Professor Karen Nero (University of Canterbury), Professor Richard Bedford (Waikato University), Jean-Pierre de Raad and Mark Walton (NZIER), Professor Bob Warner (Centre for International Economics, Sydney) and Michael Moriarty, considering New Zealand's interaction with the Pacific and these were discussed at a symposium in February. In late August 2007, a *Thought Leaders Dialogue: With the Pacific...About the Pacific* was held at the Methodist Church of Samoa in Papatoetoe, Auckland which sought to involve the broader community in this research through facilitating a dialogue between the researchers and Pacific peoples. These papers, together with commentary, and the dialogue presentations are available at: <http://ips.ac.nz/events/completed-activities/Pasifika%20project/Pasifika%20project.html>

A second internationally-focused project was on *Pacific Governance* organised by Dr Andrew Ladley and assisted by Derek Gill. This sought to build upon the *Pasifika*

Project which only indirectly raised issues of 'governance'. The goal was to add thinking to a well-studied field by reframing the relationships between economic development, customary rules and the demands of modern government; and by suggesting practical possibilities for how local governments, NZ and the Pacific regional level might 'rethink government' i.e. perhaps a regional framework might offer far greater prospects for growing capacity (and effective sovereignty) than governing alone. The discussion also drew on a relatively untapped source of commentary and experience, namely some experienced advisors working in the Pacific. A working discussion based on two papers was held with an invited audience in late November and a publication of the subsequent report is expected in 2008.

The environmental theme

With IPS Deputy Director Professor Jonathan Boston leading the charge here, the IPS continued during 2007 to build upon the major contribution it made to the climate change debate in New Zealand in 2006 with the *Climate Change and Governance Conference* and the EIP project on *Energy Sustainability*. In 2007, a series of roundtable discussions were held on energy policy, climate change and post-2012 issues which brought together around sixty of NZ's leading energy specialists and stakeholders – from business, the public sector, the research community and non-governmental organisations – as well as a number of overseas experts. The roundtable discussions on energy sustainability in 2006 were turned into a book in early 2007 by Dr Christina Hood and IPS Senior Associate Colin James. The roundtable discussions on post-2012 issues led to the publication in late 2007 of a book edited by Jonathan Boston entitled *Towards a New Global Climate Treaty: Looking Beyond 2012*.

In addition, the IPS hosted (or co-hosted) a large number of seminars and forums on climate change issues. Many of these attracted wide participation, with as many as 250 people attending some events. Topics included: the findings of the Fourth Assessment Report prepared by the Intergovernmental Panel on Climate Change (IPCC); 'Multiple Time Scales for Averting Climate Catastrophe' led by Raymond Pierrehumbert, Professor of Geophysical Sciences at the University of Chicago; 'European Perspectives on Carbon Trading' led by Helen Stokes (Deputy Head of International Emissions Trading within the UK Department for Environment, Food and Rural Affairs), Vicky Pollard



Derek Gill
Visiting Research Fellow



Judith Davey
Senior Associate



Frances Leather
Research Fellow

(Policy Officer in the European Commission and Directorate General of Environment, Climate Strategy and International Negotiation Unit) and Julian Turecek (National Manager, Policy and Government Affairs for Origin Energy, based in Melbourne); and 'Climate Change: Economic Challenges for New Zealand' led by John Whitehead, the Secretary to the Treasury.

Related events included a half-day conference in April on *Making Change – taking the initiative on climate change communications*, organised in conjunction with Mandarin Communications which sought to engage New Zealanders with climate change more effectively; a half-day seminar in late October on *Carbon Neutrality and the Voluntary Carbon Market in New Zealand* followed by an invitation only roundtable; and a symposium on *Transforming Transport in a Carbon Constrained World* in November, with three keynote speakers from the UK and US.

In December 2007, Jonathan Boston attended the United Nations Climate Change Conference in Bali as part of the NZ delegation. This conference brought together representatives of over 180 countries together with observers from intergovernmental and nongovernmental organisations and the media.

The social, economic and cultural theme

During 2007 work continued on an EIP project on ageing and related issues, led by Professor Gary Hawke (with assistance from Dr Sally Keeling and Dr Paul Callister), and another project on part-charging for government services, led by Dr Jackie Cumming and colleagues in the Health Services Research Centre. In early 2007 Oxford doctoral student Alan Gamlen completed a month's visit at the IPS. Taking New Zealand as a case study, Alan is working towards a doctorate at Oxford focusing on the influence of governmental factors on the participation of emigrants in their societies of origin. During his visit, Alan led a discussion at an IPS seminar entitled 'Diaspora and our ageing population'. Professor Richard Bedford of the Migration Research Group at Waikato University, and Ross McConnell, CEO of Kea New Zealand, also gave presentations. Alan published preliminary results of his research in *Policy Quarterly* (v.3 n.4).

Following an IPS seminar on ageing and fertility held in 2006, a number of presentations around fertility trends and possible policy responses have been given to government agencies. An article summarising this work was published in *Policy Quarterly* (v.3 n.4).

Domestic Policy Contributions

A key role for the IPS within the School of Government is to provide a focus for public policy research, discussion and dissemination. The Institute explores aspects of public policy and presents the findings to the wider policy community.

In February, a joint publication between the Office of the Children's Commissioner and the IPS was launched by Her Excellency Susan Satyanand entitled *Respectful Schools: Restorative Practices in Education (A Summary Report)*. This report looks at the use of restorative practices as an effective alternative to traditional exclusionary and punitive discipline practices in our schools and is being distributed to all schools throughout New Zealand.

A three-year, \$1.7 million, Foundation for Research, Science and Technology research programme is being led by IPS Senior Research Fellow Dr Paul Callister on *Missing Men* and began during 2007. It involves researchers from Victoria University and Waikato University, government agencies and the private sector. A key focus will be on the gaps between female and male educational participation and achievement, especially within Māori and Pacific populations. Changes in education will be linked to labour market participation and gendered migration. Finally, the project will examine the behavioural consequences of changing educational and employment pathways for women and men when making choices about family formation, deciding whether to have children, and for decisions about work and care balances within families. Some of this builds upon work previously undertaken within the IPS, including the Work-Life Balance conference in 2006 and research on gender transition (see *Policy Quarterly*, v.2 n.3).

The IPS hosted a forum on the *Performance-Based Research Fund* in collaboration with the Ministry of Education and the Tertiary Education Commission in June. This forum came in the wake of the publication of the results of the 2006 Quality Evaluation and provided an opportunity for the sector (academics, administrators, officials and trade union representatives) to reflect on the results and consider how the quality evaluation might be improved, and also explored the broader policy issues and opinions.

The IPS also responded to issues of public importance by holding a number of events, including a highly topical symposium in June 2007 on the *Funding of Political Parties and Election Campaigns* which was co-sponsored by

Transparency International New Zealand (TINZ). Dr Paul Harris, the former CE of the Electoral Commission was the chair. In August the IPS held a seminar jointly with the Institute of Public Administration New Zealand (IPANZ) exploring *The Political Neutrality of the State Services*.

On a reflective note, Dr Andrew Ladley and Colin James made a significant contribution to the *Concepts of Nationhood Symposium* organised by the Ministry of Culture and Heritage in September to celebrate an important milestone for NZ – 100 years since the proclamation of Dominion status for this country. Andrew reported some exciting archival research which shows that the delay in NZ's adoption of the Statute of Westminster from 1931 to 1947 was less reluctance to cut apron strings than pragmatic wish to avoid change when there was nothing to fix. Problems of extraterritoriality in managing NZ troops during the War gave the Statute some local value. Colin found independence of mind from the 1970s or 1980s, most easily in arts and literature but then in a new political generation. He emphasised that in his view the Treaty of Waitangi was important in that, but that NZ will go beyond it in finding a Pacific identity – tangata whenua will include non-Māori who share a common allegiance.

During 2007 Jonathan Boston completed his service as Chair of the PBRF Advisory Group of the Tertiary Education Commission (which had included a role as one of three moderators for the 2006 evaluation of research across NZ's tertiary education sector). He continued to serve as a member of the Strategic Policy Reference Group for the Ministry of Social Development, as chair of the Editorial Advisory Board for *Kotuitui*, and as a member of editorial boards for three international journals. He also contributed papers to a range of conferences, forums and workshops in NZ and Australia, served on the programme committee for a major social policy conference in April, published a number of book chapters and articles, helped with the establishment of the New Zealand Climate Change Centre (based at NIWA) and the creation of the Climate Change Research Institute at Victoria University of Wellington, and participated in the appointment committees for the Chair of Climate Change Research at Victoria University, the Chair in Public Theology at Otago University and the new Head of the School of Government.

During 2007 Paul Callister led a Statistics New Zealand funded project exploring concepts of family ethnicity. This, along with other ethnic-related research, resulted in a number of conference publications and journal articles. On contract to the Department of Labour, he prepared a report evaluating NZ's paid parental leave scheme. Paul was also joint author of a number of other papers including the demographic features of the Pacific population in NZ and gendered migration into NZ. During the year, he gave a number of presentations to government agencies on population diversity and public policy. Paul sat on two government advisory groups, the 'Choices' Research Advisory Group and Statistics New Zealand's Family Survey

Advisory group. Over the year, Paul also worked closely with the media on a range of issues including long working hours in NZ and sex ratio imbalances in the NZ population.

International Focus

Dr Andrew Ladley presented a specially commissioned report to the World Customs Organisation (WCO) Council Meeting of 172 member states in Brussels in July. This is the first such presentation by any NZ academic to the WCO, and was a rare opportunity to showcase the IPS, School of Government, VUW, and indeed the country as a whole. The WCO contracted Andrew at the IPS to do this report and presentation, after the Secretary General of the WCO in January 2007 read an IPS monograph published 2004 by Nicola White and Andrew, entitled *Conceptualising the Border*, and asked for a follow-up based on this to present to member states. The current report is entitled *Conceptualising the Border and Customs in the 21st Century – or how to outfox the future*. The report was co-authored by VUW graduate Nicci Simmonds and the assignment was to project into the 21st century for key factors that would be relevant to Customs across this century.

In April 2007 Andrew was one of a specially invited group of high-ranking generals and a few specialists with experiences on peacekeeping operations to discuss the then draft *Capstone Doctrine for United Nations Peace Operations* at a meeting in Singapore. This important document aims to set out the guiding principles and core objectives of UN peacekeeping operations as well as the main factors contributing to their success in the field. The final document can be seen at <http://pbpu.unlb.org/pbps/Pages/Public/viewprimarydoc.aspx?docid=481>

A significant body of IPS work this year concerns the Pacific. In addition to the two Pacific-focused EIP projects, the IPS, led by Andrew Ladley, has continued to assist the government of the Solomon Islands in developing a new constitution. Andrew visited the Solomon Islands in August to present an outline of the audit of the draft constitution to their Constitutional Congress and the Eminent Persons Advisory Council (civic and traditional elders) and also is working with the government of Tonga to help them with their democratisation process. This involved a visit to Tonga in March to present a draft Cabinet Manual. In addition, the Youth Diversion Project proposed by the IPS team at the end of 2006 was accepted and has enabled many of the young people involved in the riots of November 2006 to be dealt with in the community in ways that make them accountable but avoid giving them criminal records. An interim report on this project was released earlier in the year and further work continues towards a full review of the changes, particularly the field work that Sean Mackesy-Buckley has recently completed as part of his research for his Masters thesis.

Two important reports relating to election issues were produced. Andrew Ladley and Jessie Williams completed a report in May for AusAid and their Electoral Support

Program on electoral education in the ten PNG by-elections leading up to the General Election of 2007. In July/August an Independent Electoral Scoping Mission of electoral experts led by Andrew Ladley assembled in Fiji and produced a report – *Joint Working Group on the Situation in Fiji from the Independent Scoping Mission of the Electoral Process in Fiji* – which was presented to the Pacific Islands Forum Secretariat in Suva in September.

As part of the Sigrid Rausing Fellowship, the IPS and the New Zealand Centre for Public Law hosted two public lectures given by the Sigrid Rausing Fellow Benjamin Paradza and Andrew Ladley on the destruction and prospects of rebuilding the rule of law in Zimbabwe. These attracted a great deal of interest, as the tragic events in Zimbabwe have dominated the world news headlines in 2007.

In December, Andrew attended the Constitutional Conference in Kathmandu convened by the United Nations Development Programme on the constitution of Nepal. He was a keynote speaker on coalitions and coalition management in parliamentary systems.

Publications

The IPS is a significant publisher of policy-relevant work in NZ. The online database, created in 2006, of all IPS publications – www.ips.ac.nz – has produced a significant increase in sales and the Institute's work is more readily available to a much wider audience than was previously the case.

The management of IPS publications during 2007 was the responsibility of Jonathan Boston. Publications during the year included:

- **Policy Quarterly**, a journal reflecting research and thinking within the IPS and the School of Government. It has steadily grown its contribution to thinking about the issues in the NZ public sector. The journal is available online on www.ips.ac.nz
- **Rebalancing the Constitution: The Challenge of Government Law-Making Under MMP** by Ryan Malone examines the impact of proportional representation on NZ's constitution. It considers how the constraints of multi-party government have curtailed executive power and strengthened the role of Parliament.
- **Free and Frank: Making the New Zealand Official Information Act 1982 work better** by Nicola White examines the history of the Act's passage and subsequent development and reports the candid views of (anonymised) officials, politicians, academics, political advisers and 'regular seekers' of Official Information and concludes with proposals for change designed to build on the very real strengths of the system, to help it cope with the challenges of modern politics and the information age.
- **Towards a New Global Climate Treaty: Looking Beyond 2012** edited by Jonathan Boston explores the critical policy issues that will need to be addressed during the

forthcoming negotiations for a post-2012 climate treaty. Particular attention is given to the implications of such a treaty for NZ including the issues affecting the energy, agricultural and forestry sectors. The book is based on a series of roundtable discussions hosted by the IPS in mid-2007.

- **Restorative Justice and Practices in New Zealand: Towards a Restorative Society** edited by Gabrielle Maxwell and James Liu provides an up-to-date account of how restorative processes and practices are being applied in NZ in the justice system, education, civil disputes and government responses to historical wrongs.
- **Fighting a Fearful Disease: Controlling New Zealand's Meningococcal B Epidemic** by Janet Tyson (with Richard Norman) tells of the unique global partnership that, in record time and with a new vaccine, successfully controlled an epidemic of group B meningococcal disease in NZ.
- **Making Energy Work: A sustainable energy future for New Zealand** by Christina Hood and Colin James examines how NZ can increase its energy sustainability – both in the sense of ensuring adequate energy to meet economic and social needs, and in the sense of energy that is environmentally sustainable.
- **Special Measures to Reduce Ethnic Disadvantage in New Zealand** by Paul Callister considers the measurement of ethnicity and the causes of ethnic disadvantage, the nature and history of special measures in NZ, and the strengths and weaknesses of such measures.

Teaching

A number of IPS staff contributed to various SOG and ANZSOG courses and programmes. During 2007 Andrew Ladley taught the ANZSOG EMPA course *Governing by the Rules*, SOG's MPM/MPP compulsory module *Law in the Public Sector* and the MSS course, *Conflict Resolution and Peacekeeping*. Jonathan Boston taught a MPP course on *Politics, Philosophy and Public Policy* and *An Introduction to Public Policy* in the undergraduate programme. Andrew and Jonathan, together with Paul Callister, also contributed to various other VUW courses and external courses.

New Staff and IPS Associates

Frances Leather joined the IPS in July as a Research Fellow. She is part of the team working on the FRST-funded research project – *Education capital formation, employment, migration, gender, work-life balance and missing men* – and specifically is investigating education and gender issues at the pre-tertiary level. New IPS Senior Associates James Newell, Tahu Kukutai and Robert Didham are also working on this project. Research Assistant Lucas Kengmana helped Jonathan Boston with preparing *Towards a New Global Climate Treaty*, including co-authoring a chapter.



Jessie Williams
Researcher



Sean Mackesy-Buckley
Research Assistant



Lucas Fengmana
Research Assistant

Dr Judith Davey joined the IPS as a Senior Associate. Judith was previously the Director of NZ Institute for Research on Ageing (NZiRA) from 2002 to early 2007. During 2007 she provided advice to Age Concern in relation to their submissions, research and data analysis. She continued work, begun while at NZiRA, on the *Health, Work and Retirement* study (based at Massey University). This included further analysis of 60 in-depth interviews with people aged 55 to 70, and resulted in a chapter for the HWR findings volume, a conference paper and a journal article. In collaboration with the NZ Institute of Management (NZIM) and the IPS, Judith is researching the implications of workforce ageing from the employers' perspective. During the year a postal survey has been circulated to NZIM members to seek their views and 20 in-depth interviews will be completed before the end of the 2007.

Gunnar Bjornsson, visited from Iceland to look at public management, with a particular emphasis on human resources. Gunnar is the Director General of Iceland's Department of Personnel Policy. During his time with IPS he gave a seminar on administrative reforms and public service employment relations in Iceland.

Dr David Bromell, a Principal Advisor at the Ministry of Social Development, commenced a secondment with the IPS in March as a Visiting Research Fellow. His research focused on population diversity and public policy, and multiculturalism as critical normative theory. He has prepared a manuscript for publication by the IPS during the latter part of 2008.

Derek Gill joined the IPS on a year-long secondment from MSD. He is leading the second EIP public management project on citizen focused services. The project is demonstrating the value of the strategic partnership between VUW and the public service by bringing together a team of practitioners and academics to work on the pressing issues of the day such as how to deliver better public services to New Zealanders.

Emeritus Professor Sir Frank Holmes continued to contribute to the IPS with his reflections on developments in policies with which he has been involved. In 2007, he produced two articles for *Policy Quarterly*, one on 'Remembering Henry – Father of the IPS' and the other commenting on economic transformation. He also produced two entries for *A Biographical Dictionary of Australian and New Zealand Economists* – on Henry Lang (founder of the IPS) and Sir Alan Low. Sir Frank also assisted others writing history in areas of economics and

policy within and outside the SOG including a piece on the early history of the NZ Institute of Economic Research. He has nearly finished the process of lodging several of his professional papers with the Beaglehole Room of the VUW Library.

Senior Associate Dr Gabrielle Maxwell continued her substantial input to the IPS in the field of restorative justice. With the assistance of her colleagues she completed the aforementioned book *Restorative Justice and Practices in New Zealand* which was launched by His Excellency the Governor General in October. Gabrielle also provided advice to the Government of Macao in relation to the age of criminal offending.

Senior Associate Ken Piddington presented an interesting paper on former Prime Minister Sir Jack Marshall at the NZ Political Science Association Conference and co-authored a paper on carbon emission rights with Professor Frank Scrimgeour of Waikato University, which was presented at the *Eighth Global Conference on Environmental Taxation* in Munich. He also assisted the United Nations Environment Programme (UNEP) on the process of UN reform in Pakistan, and attended the Bali meetings on Climate Change as Regional Adviser to UNEP in December.

Senior Associate Dennis Rose continued his investigations in the area of interest rates which tend to be high in more heavily indebted countries (although this relationship is nested within a more complex whole), and presented a draft paper to seminars at the NZ Treasury and to economics and finance groups at Victoria and Massey universities. Early in the year Dennis contributed to a *Policy Quarterly* article examining the sensitivity of the UK Stern Review findings on climate change to the discount rate used in the review's modelling. This article built on an earlier paper on the public sector discount rate, which Dennis presented to an IPS seminar. Dennis has begun an exploratory investigation of the workings of the single transferable vote in local body elections.