

Victoria University of Wellington



## MASTER OF PUBLIC POLICY PROGRAMME

**MAPP 525**

### **POLICY ANALYSIS**

(Second Trimester Course – 15 points)

### **2005 COURSE OUTLINE**

**Co-ordinator:**

**Dr Amanda Wolf**

Room RH 811, Rutherford House, Pipitea Campus

Phone: (04) 463 - 5712

Fax: (04) 463 - 5454

Email: [amanda.wolf@vuw.ac.nz](mailto:amanda.wolf@vuw.ac.nz)

**Other Contributors:**

**To be confirmed**

**Administrator:**

**Darren Morgan**

Room RH 802, Rutherford House, Pipitea Campus

Phone: (04) 463 - 5458

Fax: (04) 463 - 5454

Email: [darren.morgan@vuw.ac.nz](mailto:darren.morgan@vuw.ac.nz)

### **Module Dates, Times and Locations**

|              |                            |                 |
|--------------|----------------------------|-----------------|
| Module Four: | Wednesday 24 August 2005   | 8.30am – 6.00pm |
| Module Five: | Wednesday 12 October 2005  | 8.30am – 6.00pm |
| Module Six:  | Wednesday 16 November 2005 | 8.30am – 6.00pm |

**Locations:**

Pipitea Campus.

Rooms will be advised prior to each module.

*Policy analysis is neither more nor less than a lens for viewing a subject, a frame designed to fit around a problem so as to help us come to grips with it. It is a useful framework for integrating knowledge about most problems which lend themselves to purposeful individual or social action. Policy analysis is designed to force one to think ahead in order to identify and organise the information which both defines a given problem and appears to be necessary to fully explore solutions. . . . Policy analysis is not a discipline. Rather, it chooses the analytic methods, theories, and substantive knowledge generated by other fields that are useful to integrate into its own framework for application to particular problems at hand.*

(Joel Fleishman in *Divided Knowledge: Across Disciplines, Across Cultures*, ed David Easton and Corinne S Schelling, 1991, p 235-6)

## **Course Overview and Objectives**

This course critically examines the ways in which policy analysts apply different methods, theories, and substantive knowledge to address problems or pursue goals, bearing in mind the given social, political, cultural, and environmental context, in order to provide information and evidence for policy understanding and decision.

By the end of the course, we expect students to:

- Understand the various ways policy analysts frame their tasks, the main characteristics of their practices, and various standards of “good” practice;
- Appreciate the need to address policy analysis tasks holistically, taking into account a variety of disciplinary theories and methods, and integrating these in specific contexts; and
- Demonstrate skills in analytic reasoning and communication.

In the MPP programme, this course is intended to accompany MAPP 526, Applied Policy Analysis, which focuses on analytical methods and applications.

## **Readings**

The text for this course is Eugene Bardach, 2000 or 2004, *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*, New York, Chatham House.

Other readings are in a supplementary reading packet. Details of the readings for each module are in the course content section.

Whenever possible, you should be familiar with the assigned readings in advance. The lectures are not substitutes for reading. For those of you who are interested in pursuing a topic, several of the readings contain extensive bibliographic references. Web publications may also lead into useful additional web sites and documents.

## Course Content

### Module Four: 24 August 2005

In this module, we lay some groundwork with an introduction and theoretical overview of policy analysis, followed by an examination of three “frameworks”, which are not mutually exclusive, for guiding an analysis plan. Consideration of each framework is supported by more in depth consideration of some topics that are relevant to analysis in that framework.

### Topics

- I Introduction to the course
  - A What is policy analysis?
- II Overview of theoretical foundations
- III Three “frameworks”
  - A Managing for outcomes
    - 1 The current context for policy analysis in New Zealand
    - 2 Intervention logic
  - B Bardach’s 8 steps
    - 1 Overview
    - 2 Focus on problem definition and the outcomes matrix
  - C The Hexagon Model
    - 1 Characteristic activities and “styles”
    - 2 Creative combinations

### Readings

1. Bardach text, pp xiii-xvi  
Compare also Weimer and Vining’s definition of policy analysis: “Policy analysis is client-oriented advice relevant to public decisions and informed by social values.” (*Policy Analysis Concepts and Practice* p 27)
2. David L Weimer (1998) “Policy analysis and evidence: A craft perspective” *Policy Studies Journal* 26 (1), pp 114-128  
Written partly as a defence of policy analysis against criticisms mounted from a “post-positivist” perspective, this article addresses how an expanded understanding of the conventional craft is largely consistent with the approaches favoured by critics. This article will also be useful to our discussions of “policy styles” in Mayer, van Daalen, and Bots’ hexagon model, and of “evidence” for policy.
3. Wayne Parsons. 1995. *Public Policy: An Introduction to the Theory and Practice of Policy Analysis* Edward Elgar, Aldershot, UK, pp 32-57  
This reading provides a good orientation to the disciplines that contribute to policy analysis, with a succinct overview of the perspectives, which theorists have used to characterise policy analysis normatively and epistemologically.

4. Pathfinder Project. 2003. *Building Block 2: Outcome Indicators*, and *Building Block 3: Intervention Logic*, Version 2.1, Wellington State Services Commission. <http://io.ssc.govt.nz/pathfinder> follow “Guidance” link

The building blocks support a 10-step New Zealand model for “managing for outcomes”, which shows policy analysis, supported by intervention logic, as the linchpin between a strategic and an operational element to the pursuit of outcomes.

5. Karen Baehler, 2002. “Intervention logic: A user’s guide”, *Public Sector*. Vol 25, No 3, pp 14-20. This is a clear introduction to intervention logic, which is a recommended tool in the managing for outcomes framework

6. Tony Bovaird. (2003) “The changing context of public policy” in Tony Bovaird and Elke Löffler, eds. *Public Management and Governance* London: Routledge, pp 13-23

Though from a British perspective, this chapter articulates the main contextual influences on policy analysis and policy making today, with themes that are important in New Zealand.

7. Bardach text, 2-40

8. Deborah Stone. 1997. *Policy Paradox: The Art of Political Decision Making*, W W Norton, New York, selections from Part III: Problems.

9. Deborah Stone (1989) “Causal stories and the formation of policy agendas” *Political Science Quarterly* 104 (2): 281-300

Stone’s views complement Bardach’s and provide ideas for how analysts define problems

10. Handout. Frameworks for Problem Definition. Prepared for MAPP 525 by Karen Baehler, Victoria University of Wellington.

11. IS Mayer, CE van Daalen, and PWG Bots. 2004. “Perspectives on policy analyses: A framework for understanding and design,” *International Journal of Technology, Policy, and Management* 4(2): 169-191.

Sets out the “hexagon model” with details on characteristic activities, “styles” (i.e., “paradigms”), standards for excellence, and creative combinations.

## **Module Five: 12 October 2005**

In this module we concentrate within Bardach’s framework on “criteria” and “options” – on the different things government can do, and why. Three cases and in-class workshops assist us to consider the strengths and limitations of Bardach’s framework. Within the 8 steps, we concentrate on criteria and options. This year, we have chosen information policy to focus on in depth, with two cases drawn from this area.

## Topics

- I Specifying measurable and meaningful criteria
- II Selecting or creating options
  - A Export of books case
- III Information policy in depth
  - A Naming and Shaming
  - B Voluntary food labelling

## Readings

1. Bardach, pp 12-40, 71-95
2. Duncan MacRae, Jr and Dale Whittington. 1997. *Expert Advice for Policy Choice*, Georgetown University Press, Washington DC, pp 66-88.

In New Zealand analyses, discrete treatment of criteria is not universally practiced. These two readings provide reasons to make criteria explicit and some “lists” of types of criteria that analysts might use.
3. David L Weimer and Aidan R Vining. (1999) “Correcting market and government failures” Generic policies” in *Policy Analysis: Concepts and Practice* 3<sup>rd</sup> ed. Upper Saddle River, New Jersey: Prentice Hall, pp 196-252.

A comprehensive review of the “things governments do” (see also the appendix in the Bardach text). The treatment of information policy is light, however, and is supplemented by readings 5 and 6.
4. Dialogue Consultants, Ltd. 2003. “Export of New Zealand Published Books”, prepared for the Ministry for Culture and Heritage, October
5. Janet Weiss. 2002. “Public information” in Lester M Salamon, ed *The Tools of Government: A Guide to the New Governance*. Oxford: Oxford University Press, pp 217-254  
Information-based policies are ubiquitous and often overlooked. This article and the next provide an excellent introduction to this type of intervention. Should be of interest in its own right, but provides key material at a general policy level for us to consider some applications.
6. Mary Graham. 2001. “Information as risk regulation: Lessons from experience” Regulatory Policy Program, Working Paper RPP-2001-04, Cambridge: MA: Center for Business and Government, JFK School of Government, Harvard University
7. Ray Pawson. 2002. “Evidence and policy and naming and shaming” *Policy Studies* Vol 23, no 3/4, pp 211-230  
Pawson’s article is mainly about his “realist synthesis” method in the context of evidence-based policy. The illustration is drawn from information policy.
8. Codex Alimentarius Commission, Food and Agriculture Organization of the United Nations. 2002. “Discussion Paper on Misleading Food Labels”, prepared for the Codex Committee on Food Labelling, 13<sup>th</sup> session, Halifax, Canada, Agenda Item 11, CX/FL 02/12, May.

9. New Zealand Food Safety Authority and Ministry of Consumer Affairs, 2003. "Discussion Paper on Voluntary GM-Free Labelling. Wellington
10. National Consumer Council (UK). 2003. "Bamboozled, Baffled and Bombarded: Consumers' Views on Voluntary Food Labelling", London.
11. Robert Wachbroit. 2001. "Understanding the consumer's right to know", *Philosophy and Public Policy Quarterly*. 21 (4) pp 25-31

### **Module Six: 16 November**

In this module, we deepen our consideration of selected elements of policy analysis, and focus on the development and presentation of a policy argument in writing. This module also draws in material and examples from the earlier modules, and from participants' individual examples.

#### **Topics**

- I Analysis in an outcome framework
  - A The Maori potential approach; gender analysis
  - B Whole of government approaches
- II Systems thinking for policy analysis
- III Reconsidering "evidence" in evidence-based policy
- IV Writing a policy argument

#### **Readings**

1. Te Puni Kōkiri (2005) *Statement of Intent*. Wellington, pp 6-9
2. Ministry of Women's Affairs. Nd. "Using gender analysis to improve the quality of policy advice" Wellington
3. Robert Cavana and Leslie Clifford. 1999. "The matrix, the spiderweb, and the influence diagram: Developments in systems thinking at the New Zealand Customs Service", Working Paper 3/99, Wellington, The Graduate School of Business and Government Management, Victoria University  
An example, frankly related, of an attempt to apply systematic thinking. Introduces systems thinking suited to a consideration of the implications and limitations for policy analysis.
4. Jenny Stewart and Russell Ayres. 2001. "Systems theory and policy practice: An exploration," *Policy Sciences*, Vol 34, No 1, pp 79-94  
A provocative look at systems theory explicitly for policy. Raises important questions about the limits of policy analysis and government intervention that are especially relevant in a managing for outcomes focus. Also facilitates thinking in other paradigms.

5. Sandra Nutley, Huw Davies, and Isabel Walter. 2003. "Evidence based policy and practice: Cross sector lessons from the UK", Paper for the Social Policy Research and Evaluation Conference, Wellington, April.
6. David Adams (2004) "Usable knowledge in public policy" *Australian Journal of Public Administration*, 63 (1): 29-42
7. Bardach text, pp 41-70
8. Juliet Musso, Robert Biller, and Robert Myrtel (2000) "Tradecraft: Professional writing as problem solving" *Journal of Policy Analysis and Management* 19 (4): 635-646
9. J Patrick Dobel (2003) "Memo writing", Teaching resource from the Electronic Hallway.
10. Catherine F Smith (2005) "Position paper: Know the arguments" in *Writing Public Policy: A Practical Guide to Communicating in the Policy-Making Process* Oxford University Press, pp62-75

### **Blackboard (web-based support)**

Registered participants can access selected course materials by going to [www.blackboard.vuw.ac.nz](http://www.blackboard.vuw.ac.nz), and using the first six letters of their last name and the first four letters of their first name as a login name (typed as one word), and their student ID number as the password.

### **Assessment**

Assignments (except for the first) should be hand-delivered or posted by 5.00pm on the due date. Please send in *one* copy only, and retain a copy just in case. **DON'T FORGET TO PUT YOUR NAME ON EACH ASSIGNMENT.**

### **Overview**

| <b>Assignment</b>     | <b>Weight</b> | <b>Length</b>        | <b>Due Date</b>                         |
|-----------------------|---------------|----------------------|---|
| 1. Topic Selection    | Nil           | One or two sentences | 5 September 2005 <b>Email to Amanda</b> |
| 2. Essay              | 30%           | Approx. 1,200 words  | 16 September 2005                       |
| 3. Journal            | 20%           | Approx. 1,200 words  | 21 October and 21 November 2005         |
| 4. Analysis Plan Memo | 50%           | 3,000 words max      | 28 November 2005                        |

## **1 Topic Selection: Due 5 September 2005**

*What is required?*

A simple note to me (by email) in which you elect a policy question or issue that is currently on the policy agenda, or could plausibly be on the agenda. This question or issue will be the subject of your analysis plan memo. Avoid big, abstract questions.

Examples of suitable questions are:

- What should government do about increasing rates of childhood obesity?
- In what ways should the government support the New Zealand Ballet?
- Should Wellington City Council do more to ensure the viability of the Wellington Zoo?
- How should New Zealand respond if Japan leaves the International Whaling Commission?
- Should New Zealand introduce a universal identification card?

**DO CHOOSE A TOPIC THAT INTERESTS YOU.**

**DO NOT SELECT AN EXAMPLE FROM YOUR WORK.**

**DO NOT SELECT A TOPIC THAT IS CLOSELY RELATED TO THE EXAMPLES IN THIS COURSE** (export of books, voluntary labelling of foods, naming and shaming policies).

*Why is this required by 5 September?*

By asking you to choose your policy example early, I hope you will be more attuned to the implications of the course material as it applies to your assignment, and you will be more inspired to ask questions, contribute to discussions, and listen to your colleagues when you have a specific application in mind.

## **2 Essay: Due 16 September 2005**

*What is required?*

Consider the claim that “problem-oriented” analyses differ in subtle, but important, ways from “outcome-oriented” analyses. Do you agree? Why or why not?

*How should the essay be presented?*

Indicate total word count, without footnotes or references. If you submit by hard copy, staple in the top left corner, and DO NOT use a folder or report cover. *Please ensure that your name appears on the first page.*



### **3 Journal: Due 21 October 2005 (2 entries) and 21 November 2005 (6 entries, including the 2 already assessed)**

*What is required?*

At least six individual “critical reflections” entries are required for the journal, which will be assessed as a whole.

Submit 2 entries by 21 October 2005. Resubmit the marked entries and the remaining entries by 21 November 2005. YOU DO NOT NEED TO RE-DO THE FIRST TWO ENTRIES.

EACH entry should (a) identify a curious or puzzling or otherwise interesting matter, and (b) convey what you have learned in considering it. Please make all your entries concise (about the length of an article abstract, or 200 words). Avoid reciting facts or parroting back class notes.

**Critical reflections** stem from readings, lectures, or discussions in the course. By “critical” I mean thinking that probes beneath the surface, that seeks out, queries, and suggests possible answers to interesting or challenging questions, assumptions, controversies, links different ideas together in insightful ways, and so on. It is reflective when the thinker adopts a stance “at one remove” from the surface matter, and draws on his/her own experiences, ideas, intuitions, or ideals.

*Why require such an unconventional assignment?*

Journals are records. A journal helps to personalise a course for you, to enable you to record - and get credit - for your own thoughts. You have flexibility to choose the substance of your entries.

*How should the journal be presented?*

You may handwrite - legibly, please - in a notebook, or paste word-processed entries in a notebook, or you may collate your entries in a word document.

*How will the journal be assessed?*

I will provide a mid-term assessment of a sample of 2 entries with comments and a grade of either “not achieved”, “achieved” or “excellent”. These judgements will be based on whether your entries are both critical and reflective, as set out in the description above. The comments should clarify any difference in my interpretation and yours, and if not, you may discuss the matter with me. The final grade will take into account any changes in your later entries (as required) in light of the mid-term feedback.

### **4 Analysis Plan Memo: Due 28 November 2005**

*What is required?*

Write a memo, of not more than 3,000 words, in which you:

- Provide relevant context information (such as the overall outcomes or objectives of the agency responsible for the analysis you are planning, and *brief* background to the issue)

- Establish and justify the “starting place” you have selected for the analysis (this may be a “problem definition”, or the specification of a gap between state conditions and some desired outcome, or some other step or stage in the policy analysis process, such as a request by a minister for a particular type of intervention)
- Provide a plan for the analysis, in which you set out the tasks or steps you believe are required for a successful analysis, and explain the contribution these tasks or steps will make with reference to material covered in this course, or to similar material or prior learning from your own experiences.

Assume “reasonable” budgetary and time constraints. Address your memo to a superior who is responsible for approving analysis plans in the organisation.

*How should the memo be presented?*

Indicate total word count (excluding references). If you submit by hard copy, staple in the top left corner, and DO NOT use a folder or report cover. *Please ensure that your name appears on the first page.*

**Please send / hand-in all assignments to:**

Francine McGee,  
School of Government,  
Victoria University of Wellington,  
Level 8 Reception,  
Rutherford House,  
23 Lambton Quay,  
P.O. Box 600,  
Wellington.

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

## **Penalties**

The ability to plan for and meet deadlines is a core competency of both advanced study and public policy. 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 for every working day by which the assignment is late (weekends and public holidays excluded) and no assignments will be accepted after five working days beyond the date they are due. For out of town students, two calendar days’ grace is given to allow for time in the post.

If ill-health, family bereavement or other personal emergencies 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 you are seeking an extension.

## **Faculty of Commerce and Administration Offices**

### Railway West Wing (RWW) - FCA Student Administration Office

The Student Administration Office is located on the ground and first floors of the Railway West Wing. The ground floor counter is the first point of contact for general enquiries and FCA forms. Student Administration Advisers are available to discuss course status and give further advice about FCA qualifications.

### Easterfield (EA) - FCA/Law Kelburn Office

The Kelburn Campus Office for the Faculties of Commerce & Administration and Law is situated in the Easterfield Building - it includes the ground floor reception desk (EA 005) and offices 125a to 131 (Level 1). The office, will be open from 9:00am to 5:00pm during Trimester 2, offers the following:

- Duty tutors for student contact and advice.
- Information concerning administrative and academic matters.
- FCA Student Administration forms (e.g. application for academic transcripts, requests for degree audit, COP requests).
- Examinations-related information during the examination period.

Please note:

There will be a Student Administration Adviser, from the RWW office, based in EA 005 from Monday 27 June to Friday 1 July (9:00am to 5:00pm) and from Monday 4 July to Friday 22 July (11:00am to 1:00pm).

## **General University Policies and Statutes**

Students should familiarise themselves with the University's policies and statutes, particularly those regarding assessment and course of study requirements, and formal academic grievance procedures.

## **Student Conduct and Staff Conduct**

The Statute on Student Conduct together with the Policy on Staff Conduct ensure that members of the University community are able to work, learn, study and participate in the academic and social aspects of the University's life in an atmosphere of safety and respect. The Statute on Student Conduct contains information on what conduct is prohibited and what steps can be taken if there is a complaint. For queries about complaint procedures under the Statute on Student Conduct, contact the Facilitator and Disputes Advisor. This Statute is available in the Faculty Student Administration Office or on the website at [www.vuw.ac.nz/policy/StudentConduct](http://www.vuw.ac.nz/policy/StudentConduct). The policy on Staff Conduct can be found on the VUW website at [www.vuw.ac.nz/policy/StaffConduct](http://www.vuw.ac.nz/policy/StaffConduct).

## Academic Grievances

If you have any academic problems with your course you should talk to the tutor or lecturer concerned or, if you are not satisfied with the result of that meeting, see the Head of School or the Associate Dean (Students) of your Faculty. Class representatives are available to assist you with this process. If, after trying the above channels, you are still unsatisfied, formal grievance procedures can be invoked. These are set out in the Academic Grievances Policy which is published on the VUW website at [www.vuw.ac.nz/policy/AcademicGrievances](http://www.vuw.ac.nz/policy/AcademicGrievances).

## Academic Integrity and Plagiarism

Academic integrity is about honesty – put simply it means **no cheating**. All members of the University community are responsible for upholding academic integrity, which means staff and students are expected to behave honestly, fairly and with respect for others at all times.

Plagiarism is a form of cheating which undermines academic integrity. Plagiarism is **prohibited** at Victoria.

The University defines plagiarism as follows:

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. It includes material from books, journals or any other printed source, the work of other students or staff, information from the Internet, software programmes and other electronic material, designs and ideas. It also includes the organization or structuring of any such material.*

***Plagiarism is not worth the risk.***

Any enrolled student found guilty of plagiarism will be subject to disciplinary procedures under the Statute on Student Conduct ([www.vuw.ac.nz/policy/studentconduct](http://www.vuw.ac.nz/policy/studentconduct)) and may be penalized severely. Consequences of being found guilty of plagiarism can include:

- an oral or written warning
- suspension from class or university
- cancellation of your mark for an assessment or a fail grade for the course.

*Find out more about plagiarism and how to avoid it, on the University's website at [www.vuw.ac.nz/home/studying/plagiarism.html](http://www.vuw.ac.nz/home/studying/plagiarism.html).*

## Students with Disabilities

The University has a policy of reasonable accommodation of the needs of students with disabilities. The policy aims to give students with disabilities an equal opportunity with all other students to

demonstrate their abilities. If you have a disability, impairment or chronic medical condition (temporary, permanent or recurring) that may impact on your ability to participate, learn and/or achieve in lectures and tutorials or in meeting the course requirements, then please contact the Course Coordinator as early in the course as possible. Alternatively you may wish to approach a Student Adviser from Disability Support Services to confidentially discuss your individual needs and the options and support that are available. Disability Support Services are located on Level 1, Robert Stout Building, telephone 463-6070 or email [disability@vuw.ac.nz](mailto:disability@vuw.ac.nz). The name of your School's Disability Liaison Person can be obtained from the Administrative Assistant or the School Prospectus.

## **Student Support**

Staff at Victoria want students' learning experiences at the University to be positive. If your academic progress is causing you concern, please contact the relevant Course Co-ordinator, or Associate Dean who will either help you directly or put you in contact with someone who can.

The Student Services Group is also available to provide a variety of support and services. Find out more at [www.vuw.ac.nz/st\\_services/](http://www.vuw.ac.nz/st_services/) or email [student-services@vuw.ac.nz](mailto:student-services@vuw.ac.nz).

VUWSA employs two Education Coordinators who deal with academic problems and provide support, advice and advocacy services, as well as organising class representatives and faculty delegates. The Education Office is located on the ground floor, Student Union Building, telephone (04) 463 - 6983 or (04) 463 – 6984 or email [education@vuwsa.org.nz](mailto:education@vuwsa.org.nz).

## **Maori and Pacific Mentoring programme (Manaaki Pihipihinga)**

This is a free programme of mentoring for Maori and Pacific students doing first year courses within the Faculty of Commerce and Administration. Weekly one hour mentoring sessions: drafting and editing assignments/discussing any questions that you might have from tutorials or lectures and going over every aspect of essay writing, either in small group sessions or on a one-to-one basis.

This includes:

- A computer suite hooked up to cyber commons for students to use to produce their assignments.
- Regular skill-based workshops with a learning adviser from Student Learning Support Services.
- Networking with other Maori and Pacific support groups throughout the university.

For more information please contact:

Melissa Dunlop, Programme Coordinator

Telephone (04) 463 - 6015 or email [Maori-Pacific-Mentoring@vuw.ac.nz](mailto:Maori-Pacific-Mentoring@vuw.ac.nz)