

Victoria University of Wellington



MASTER OF PUBLIC ADMINISTRATION (Exec)

PADM 502

Designing Public Policies and Programmes

2005 Course Outline

(Second Trimester course – 24 points)

This course is co-ordinated and delivered by the Australian New Zealand School of Government (ANZSOG) of which Victoria University is a participating partner.



the Australia and New Zealand

School of Government

DESIGNING PUBLIC POLICIES AND PROGRAMS

Subject Outline

Subject Overview

Designing public policies has long been recognised more as art and craft than science. Advisers try to bring evidence-based analytical perspectives to public issues of the day in a context in which they must take account of the authorizing environment, ideological and political preferences and perspectives, existing policy commitments and international best practice.

Designing Public Policies and Programs will draw on and extend existing policy analysis frameworks, including Professor Eugene Bardach's 8-step path to successful problem solving and the Mayer, van Daalen & Bots Policy 'hexagon' approach. A new integrated approach to policy analysis and advice will be presented and evaluated relative to existing approaches. The integrated approach gives emphasis to policy context, institutions and policy development processes, the role of analysts and advisers in relation to decisionmakers and stakeholders, and the rationale and role of government in policy development. Other issues considered are policy implementation and evaluation, policy linkages at a whole of government level, and ways in which government policy can be given a more strategic focus.

Professor Aaron Wildavsky, a well-known teacher of policy studies, described the job of policy advisers as 'speaking truth to power', though what is truth and the public interest may often be contested. Our democratic Westminster traditions require government advisers to balance out the dual roles of implementing the decisions of politicians while also providing them with analytically sound and professional policy advice which is frank and fearless. Creating value-added policy advice requires that advisers can combine knowledge, skills, capabilities and judgement.

The subject will be taught as a one week intensive in three centres: Wellington (27 June – 1 July), Brisbane (25 – July 29), and Canberra (8 – 12 August).

Learning Outcomes

Students completing this subject will:

- Understand the context and environment within which policy development takes place in a Westminster system including the relationships among policy advisers, decision makers, and various stakeholder groups;

- Have an understanding of the rationale, policy tools and authorizing environment which underpins policy stances;
- Be well-informed about the elements of good practice policy development and the strengths and weaknesses of different approaches;
- Understand the similarities and differences in policy development processes in Australia and New Zealand;
- Examine some contemporary policy issues and how various techniques and approaches can be used to analyse these issues;
- Become more aware of capability issues in the public sector, including strategies for building the knowledge, skills and competencies required to deliver ‘value-creating’ policy advice, and to build policy capability;
- Compare different policy frameworks and evaluate the merits and demerits of a new integrate approach to policy analysis and advice.
- Develop insights on how to combine analysis with judgment in designing policies and managing policy agendas, and assisting governments to take a strategic approach to policy development;

Plan for the One Week Intensive

The course will aim to provide students with knowledge and insights about policy development which can be applied to the workplace. Students will participate in both syndicate and discussion groups and will maintain a critical reflections journal. The syndicate presentations will take place mid-week, with a view to maximising opportunities for networking and shared learning

“Critical reflection” requires individuals to think beneath the surface: to seek out, query, and suggest possible answers to interesting or challenging questions, assumptions and controversies, and to link different ideas together in insightful ways. The reflective practitioner adopts a stance “at one removed” from the surface matter, and draws on personal experiences, ideas, intuitions, and ideals.

About the Faculty

To achieve a wide range of learning outcomes in an intensive course, the teaching of the core topics will be done by the Subject Leader, Professor Claudia Scott, and by Dr Karen Baehler, a Senior Lecturer from the School of Government, Victoria University of Wellington. This team teaching approach will provide the opportunity for students to work on a much wider range of policy issues than would otherwise be possible.

The cohort will participate in whole group activities, and also, syndicate and discussion groups. Different teaching formats aim to facilitate learning from group interactions as well as meeting individual learning requirements. Students will complete a pre-course Q-sort questionnaire which will provide information on attitudes and practices in different jurisdictions. This will be provided to students by email.

Outline of Sessions

The broad learning outcomes and structure of the subject have been discussed above. A brief outline of key sessions, including pre-circulated readings, is provided below:

Background Reading for Subject

- G. Bardach (1995) *Policy Analysis: A Handbook for Practice*, Electronic Hallway, Public Service Curriculum Exchange.
- I. Mayer, C. Van Daalen, and P. Bots (2004), Perspectives on Policy analysis: A framework for Understanding and Design, *International Journal of Technology, Policy and Management*, Vol 4, No. 2, pp169-91.
- H. Colebatch (2002), 'What do they say about it?' in *Policy*, Buckingham: Open University Press, pp. 82-95,
- R. Rentschler, 'The Changing Concept of Culture' in *Shaping Culture*, pp. 1-7.
- M. Cummings Jr and M. Schuster (1989) 'Who's to Pay for the Arts' *The International Search for Models of Arts Support*, ACA Books, New York, pp. 15-80.
- C. Ham and F. Honingsbaum (1998), Priority Setting and Rationing Health Services, in R. Saltman et al, *Critical Challenges for Health Care Reform in Europe*, Oxford University Press, pp. 113-34.
- R. MacCoun, P. Reuter and T. Shelling (1996), 'Assessing Alternative Drug Control Regimes', *Journal of Policy Analysis and Management*, 15(3), pp. 330-352.
- John Wanna and Glenn Withers (2000), 'Creating Capability: Combining Economic and Political Rationalities in Industry and Regional Policy' Chapter 3 in G. Davis & M. Keating Editors, *The Future of Governance*, Allen & Unwin.

Session Topics and Readings

1. Introduction to the Subject: Policy Practice, Personalities and Styles

This session outlines the goals and objectives of the intensive and explores ANZSOG student attitudes to and experiences with policy analysis and advising, as reflected in the pre-course Q-sort questionnaire.

Recommended reading:

C. Scott, *Policy Analysis and Policy Styles in New Zealand Central Agencies*, Paper presented to the Public Policy Network Conference, Wellington, January, 2003.

2. Problem Definition and the Role of Intervention Logic and Systems Modelling

Much government policy suffers from inadequate attention to problem definition. This session will help to prepare students to tackle problem definition issues associated with their syndicate assignments by considering the potential role of intervention logic and systems modelling.

Reading:

Parsons, Wayne (1995). *Public Policy: An Introduction to the Theory and Practice of Policy Analysis*. Edward Elgar. Extract on problem typologies pp 132-134.

K. Baehler, 'Intervention Logic', *Public Sector*, Vol 25, No. 3 pp. 14-20.

Packet of IVL models (OSH model from the Australian report, etc)

Brassard, Michael and Diane Ritter (1994). 'Affinity Diagram,' and 'Cause & Effect/Fishbone Diagram,' in *The Memory Jogger*. Salem, NH: Goal/QPC.

G. Bellinger, 'Archetypes: Interaction Structures of the Universe,' at <http://www.systems-thinking.org/arch/arch.htm>, 2004.

Adams, David and Michael Hess (2001). 'Community in Public Policy: Fad or Foundation?' *Australian Journal of Public Administration* 60(2): 13-23.

Recommended Reading:

K. Baehler (2003), 'Managing for Outcomes': Accountability and Thrust, *Australian Journal of Public Administration*, pp. 23-34.

3. Ideology and the Role of Government

This session will consider the rationale and role of government in policy development drawing on different concepts, including market and government failure, social capital, social rights and public value.

Reading:

O. Hughes (2003), 'The Role of Government' in Public Management and Administration: An Introduction, Basingstoke: Palgrave Macmillan, pp. 71-93.

Heywood, Andrew (2002). "Political Ideology," chapter 3 in *Politics* (2nd edition), Palgrave.

Michael Woolcock (2001) 'The Place of Social Capital in Understanding Social and Economic Outcomes,' ISUMA, *Canadian Journal of Policy Research*, 2(1), pp. 11-17.

Note: for definitions of economic concepts such as market failure, externalities, etc see <http://www.economist.com/research/Economics/index.cfm>

4. Matching Problems, Solutions and Criteria

The session will consider the relationship between different kinds of problems, and those policy interventions which provide for good linkages between outputs and outcomes, and criteria.

Reading:

Arthur Ringeling (2002) 'European Experience with Tools of Government' in L Salamon (ed) *The Tools of Government: A guide to the new governance*, Oxford, Oxford University Press, pp. 585-99.

Tables: Matching Policy Instruments to Policy Problems

5. Projecting Outcomes and Constructing the Outcomes Matrix

This session will be concerned with projecting the outcomes from various policy options and evaluating them against goals and criteria.

Reading:

Packet of matrices from Weimer and Vining (one on the radio spectrum, one on traffic congestion in a central business district, etc)

Look at <http://www.iiasa.ac.at> and in particular, http://www.iiasa.ac.at/Research/SRD/ChinaFood/argu/argu_00.htm

6. The Social Construction of Policy Analysis

This session will demonstrate how policy development adapts to incorporate diverse frameworks and meet the differing requirements of clients and customers.

Reading: Examine the following websites:

http://www.mwa.govt.nz/site.old/pub/gender/c_gam.html

http://www.tpk.govt.nz/publications/docs/tpk_treaty/treaty_principles.pdf

<http://www.minpac.govt.nz/resources/tools/frameworks/paf/>

7. Actors and Institutions in the Policy Process

This session examines the role and relative importance of actors and institutions in the policy process.

Reading:

B. Howlett and M. Ramesh (, 'Actors and Institutions: Assessing the Policy Capability of States', in *Studying Public Policy: Policy Cycles and Policy Subsystems*, Toronto: Oxford University Press, pp. 50-79

M. Considine, 'Policy Institutions' in *Public Policy: A Critical Approach*, Melbourne: Macmillan, 1994, pp. 71-102.

8. Working in a Contested Policy Environment: Case Study - New Bedford Harbor

This case study examines some of the problems which confront advisers in a contested policy environment.

Reading:

New Bedford Harbor: Part A

9. Policy Implementation

This session examines policy implementation, including strategies which will assist governments to achieve successful policy implementation.

Reading: P. Bridgman and G. Davis, 'Implementation' in *The Australian Policy Handbook* (3rd edition), Crows Nest, Allen & Unwin, 2000, pp. 116-25..

10. Policy Evaluation

This session looks at various types of policy evaluation and their role in the policy development process.

Reading:

P. Duignan, 'Approaches and Terminology in Programme and Policy Evaluation' in N. Lunt, C. Davidson and K. McKegg, *Evaluating Policy and Practice*, Pearson Education Ltd, New Zealand, 2001, pp. 77-90.

On Day 3 students will make presentations on their syndicate project and present a systems analysis and outcomes matrix for their particular topic.

11. Policy Development at the Whole of Government Level

Reading:

See. <http://www.apsc.gov.au/mac/connectinggovernment.htm> Ministerial Advisory Committee Report. Read the summary and quickly skim the good practice guide.

Nancy Roberts, Wicked Problems and Network Approaches to Resolution, *International Public Management Review*, pp. 1-19

Recommended Reading:

G. Scott (2001) 'Strategy Management at the Whole of Government Level' in *Public Sector Management in New Zealand: Lessons and Challenges*, Australian National University.

12. Relationships between Ministers and Advisers

This session explores the nature of the relationship between the Minister(s), advisers and the public.

Reading:

C. James (2002) *The Tie that Binds: The Relationship between Ministers and Chief Executives*, Wellington, Institute of Policy Studies, chapters 6, 12.

C. Eichbaum and R. Shaw (2003), 'A Third Force? Ministerial Advisers in the Executive,' *Public Sector*, Vol. 26, No. 3, pp 7-13.

13. The Challenges of Policy Implementation: Case Study – New Zealand Meningococcal Vaccine Strategy.

Note: this case will be distributed at the intensive.

14. Strategic Thinking and the Art of Strategic Conversation

Reading:

E. Lawrence (1999), *Strategic Thinking*, Public Service Council for Canada.

D. Adams and J. Weisman (2003) 'Navigating the Future: A Case Study of Growing Victoria Together, *Australian Journal of Public Administration*, 62(2), pp. 11-23.

Marsh, Ian (2001), 'Can the Political System Australia Sustain the Strategic Conversations that Australia Needs?' *Australian Journal of Management*, Vol. 26, pp. 153-70.

15. Art, Culture and Identity

This topic will be considered by a panel commenting on policy development in relation arts, culture and identity.

Readings:

J. Craik, G. Davis and Naomi Sunderland (2000), 'Cultural Policy and National Identity', in G. Davis and M. Keating, *The Future of Governance: Policy Choices*, St Leonards, Allen & Unwin.

G. Barker (2000), 'The Role of Government' in *Cultural Capital and Policy*, Centre for Law and Economics, Canberra: Australian National University, pp. 29-54.

16. Value-creating Policy Advice

This session poses the question of how to judge whether policy advice adds value to decisionmaking. It considers the knowledge, skills and competencies required to create quality policy advice but also, the difficulties in judging quality with respect to policy analysis.

Reading:

Behm, L. Bennington and J. Cummane (2000), 'A Value-creating Model for Effective Policy Services', *Journal of Management Development*, Vol 19, No. 3, pp. 162-78

Recommended Reading:

State Services Commission (1999) Occasional Paper 9, Essential Ingredients: Improving the Quality of Policy Advice. <http://www.ssc.govt.nz/Op9>

17. Building Strategic Policy Capability

This session considers how managers can build the policy capability of their organisations. It explores linkages between the policy and management systems, considers the shift in focus from the delivery of outputs to improving outcomes and examines the changes which are resulting from the need for governments to work in a smarter, joined-up way.

Reading:

E. Lindquist (2001), 'Building Policy Capacity in Government: Evaluating Recruitment Strategies' in *Public Sector*, Vol 24, No. 2, pp. 8-10.

18. Making Governments More Strategic

This session will seek practitioner views on ways to encourage governments to be more strategic.

Syndicates and Discussion Groups

To maximise cross-cohort engagement and networking, each student will participate in a syndicate and in a discussion group.

Discussion Groups

In addition to plenary sessions involving the entire cohort, discussion groups will consider specific issues related to the case studies.

Syndicates

All syndicates will comprise 4-6 students. They will be assigned a particular topic prior to the intensive and will meet at scheduled times and as agreed among their members. Syndicate groups will make presentations on Wednesday afternoon.

Pre-reading Pack

The pre-reading pack will be sent to all students at least three weeks before the intensive. It will contain:

- A subject guide and information on assessment tasks and due dates.
- Selected pre-reading material, both foundational and related to the topics set for the syndicate assignments. Other readings may be distributed at the intensive.

Pre-reading Priorities

This Reading Pack contains a significant amount of reading which should be done in preparation for the Designing Public Policy and Programs subject.

We would like you to read as thoroughly as you can before the program and suggest the following priority order for the readings. You have been assigned to a syndicate group and policy topic area and materials to support the syndicate project work have been included.

1st The reading for the first individual assignment, which must be submitted on the first day of the program

- G. Bardach (1995) Policy Analysis: A Handbook for Practice, Electronic Hallway, Public Service Curriculum Exchange.
- I. Mayer, C. Van Daalen, and P. Bots (2004), Perspectives on Policy analysis: A framework for Understanding and Design, International Journal of Technology, Policy and Management, Vol 4, No. 2, pp169-91.

2nd The general readings (it is essential that you have read and digested these before coming to the program). The readings provide you with the background to work on a specific syndicate policy topic and to contribute to discussion on the policy topics of other syndicates.

- H. Colebatch (2002), 'What Do They Say About It?', in Policy, Open University Press, Buckingham, pp 82-95.
- R. Rentschler, 'The Changing Concept of Culture', in Shaping Culture, pp 1-7.
- M. Cummings & M. Schuster (1989), Who's to Pay for the Arts? The International Search for Models of Arts Support, ACA Books, New York, pp 43-80.
- C. Ham & F. Honingsbaum (1998), 'Priority Setting and Rationing Health Services', in R. Saltman et al, Critical Challenges for Health Care Reform in Europe, Oxford University Press, pp 113-134.
- R. MacCoun, P. Renter & T. Shelling (1996), 'Assessing Alternative Drug Control Regimes', Journal of Policy Analysis and Management, 15(3), pp 330-352.
- John Wanna and Glenn Withers (2000), 'Creating Capability: Combining Economic and Political Rationalities in Industry and Regional Policy' Chapter 3 in G. Davis & M. Keating Editors, The Future of Governance, Allen & Unwin.

3rd The package of extra readings for your syndicate policy topic. Skim these quickly (3-4 hours) before moving to priority 4.

4th The required readings for each session topic in the order they are enclosed. As time permits, spend additional time on syndicate readings and on recommended readings for session topics.

Assessment tasks

General Guidelines

In all assessable work, full acknowledgement of sources used is required - both for general referencing and for quotation. Plagiarism is unacceptable

All assessable work is compulsory. If, because of illness, a participant is unable to complete work, or sit a quiz or exam at the scheduled time, a medical certificate must be produced. Other exceptional circumstances affecting capacity to complete assessment should be discussed with the relevant lecturer. Supporting attestation, for example a work supervisor's written explanation, may be required. Applications for exception should be made to your subject leader with a copy to c.barker@anzsog.edu.au about any agreement reached. Penalties will apply where no adequate exception is established.

Assessment work for submission will be penalised by 5% per day late, unless waiver for good reason is arranged with the subject leader.

Essay text in excess of the stipulated word length will be ignored by the marker. Word count does not include footnotes, references or appendices. Harvard citation is preferred e.g. Smithson (2002).

Essays, reports and assignments should be typed or neatly presented and submitted direct to ANZSOG by c.o.b. on the date due. Submit your assignments to Amy Gibbs at assignment@anzsog.edu.au.

First individual assignment

Background reading:

Gene Bardach (1995), *A Practical Guide for Policy Analysis*, Electronic Hallway

I. Mayer, E. van Daalen, E, & P. Bots (2004), *Perspectives on Policy Analysis: A Framework for Understanding and Design*, *International Journal of Technology, Policy and Management*, Vol 4, pp169-91

Topic: Bardach (1995) and Mayer, van Daalen & Bots (2004) discuss policy analysis as an activity, including the role of the policy analyst. Identify similarities and differences between the views of the authors in the two papers and discuss the degree to which Bardach and Mayer et al describe policy analysis and advising in your jurisdiction.

Length: maximum 1000 words, typed on A4, double-spaced, with ample margins

Date due: submitted 10.30 am on the first day of the intensive

Marks: 20%

Second individual assignment

Select **one** of the four topics:

1. Discuss the strengths and weaknesses of the integrated model of policy development (as discussed in DPPP) in your jurisdiction. Identify three areas of weakness and offer modifications to the framework to overcome the problems you have identified.

2. Drawing on the literature and frameworks presented in DPPP, identify three major problems which lead to poor performance in policy analysis and advising in your jurisdiction. Analyse one of these problems in depth: look at the systemic causes; develop alternative options for addressing the issue; and evaluate some strengths and weaknesses of different approaches.

3. Develop two scenarios for the public sector in 2020. Examine the implications of these scenarios for the work of your agency, and your particular role within the organisation.

4. Evaluate the strengths and weakness of whole of government approaches to policy development, having regard for the way in which the concept is being defined and used in different jurisdictions. Provides some illustrations of how this perspective influences the way in which policy analysis and advice is developed and implemented.

Length: maximum 2000 words, typed on A4, double-spaced, with ample margins

Date due: see below

Marks: 40%

Four 'Reflections' (200-250 words each)

Students will submit a minimum of four 'reflections' during the intensive.

Date due: 1 reflection each day, submitted no later than 7.00 pm, Monday-Thursday during the intensive.

Marks: Up to 10 marks of the total assessment for the subject will be deducted if the reflections are not completed on time and at an appropriate standard.

Syndicate Assignment

This assignment will be linked to four different policy areas: priority setting health care; arts and cultural policy; methamphetamine policy; and industry policy. Students will be notified of their syndicate group prior to the intensive and additional background reading will be supplied to syndicate groups.

The context for the assignment is that policy advisers and analysts have been asked to prepare a briefing paper in the run up to a national election in which the outcome is unclear. All political parties believe that a major change in policy direction is needed. Public servants have a mandate to think outside the square, to be frank and fearless in developing and assessing alternative government policy directions and their strengths and weaknesses.

On Wednesday afternoon, each syndicate will present a Bardach-style outcomes matrix and also, portray their policy issue making use of a systems thinking or intervention logic approach. Syndicate presentations should be a maximum of 10 minutes, allowing ample time for questions and comment from the audience. Recognising that more work will be needed to complete the analysis beyond the group presentation, delivery of a 4000 word written report will be submitted as the

second part of the syndicate assignment. This report will develop policy thinking further and present: a Bardach styled-outcomes matrix and also discuss **two** of the following topics:

- A. Output-outcome linkages, through the application of intervention logic;
- B. How adopting an ‘integrated’ approach changes the analysis of this issue, and the merits and demerits of this approach;
- C. A range of policy interventions and their strengths and weaknesses;
- D. Implementation issues and ways of overcoming them.

The final major report may or may not recommend a particular course of action as preferred to all others. Its primary purpose is to present robust analysis to help decisionmakers make choices and understand trade-offs. In such cases, the inclusion of contingent, or “if-then” recommendations is suggested.

Length: maximum 4000 words, typed on A4, double-spaced, with ample margins for written portion.

Date due: see below

Marks: 10% for syndicate presentation, 30% for written assignment

Due Dates for Assessments

Wellington (27 June – 1 July)

First Individual Assignment by 10.30 a.m. on Monday 27 June

Syndicate Assignment – first part due Wednesday 29 June

Reflections due 7.00 pm 27, 28, 29, 30 June

Second part of Syndicate Assignment due 5 pm Monday 25 July

Second Individual Assignment due 5 pm Monday 22 August

Brisbane (25-29 July)

First Individual Assignment by 10.30 am on Monday 25 July

Syndicate Assignment – first part due Wednesday 27 July

Reflections due 7.00 pm 25, 26, 27, 28 July

Second part of Syndicate Assignment due 5pm Monday 22 August

Second Individual Assignment due 5 pm Monday 19 September

Canberra (8-12 August)

First Individual Assignment by 10.30 am on Monday 8 August

Syndicate Assignment – first part due Wednesday 10 August

Reflections due 7.00 pm 8, 9, 10, 11 August

Second Part of Syndicate Assignment due 5 pm Monday 5 September

Second Individual Assignment due 5 pm Monday 3 October

Following the intensive, assessment tasks should be submitted to ANZSOG by email attachment to assignment@anzsog.edu.au. Hard copies are not required.