TE WHARE WĀNANGA O TE ŪPOKO O TE IKA A MĀUI

VICTORIA
UNIVERSITY OF WELLINGTON

SCHOOL OF GOVERNMENT

Methodology in Public Policy – PUBL 401

2005 COURSE OUTLINE (Second Trimester Paper – 22 points)

Course Coordinator:	Dr Amanda Wolf	**Administrator:** **Room:**	Francine McGee RH 821, Rutherford House
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Co-contributor	Dr Rachel Simon-Kumar	**Lecture Timetable:**	Tuesday, 8:30-10:20 RH G01
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AIMS and OVERVIEW

To extend, apply, and critically assess the basic methodologies of policy analysis using case studies of New Zealand topics.

We define methodology as the strategy or approach analysts adopt when they develop and justify findings (knowledge or evidence) for policy design, delivery, or evaluation. Policy analysis has been defined as "client-oriented advice relevant to public decisions and informed by social values".[1] Methodology, on its own, is concerned with the ways in which analysts go about their work or should go about their work, and the critical examination of the methods they use to get and interpret data. Policy analysis (in the quoted definition) is concerned with the *outputs* of methodology, such as the qualities of the advice that analysts produce.

The learning outcomes for this course are based on several questions of methodology *and* policy analysis:
- What do policy analysts (really) do?
- What methodological qualities are desirable in policy analysis? Why?
- What challenges do analysts face in achieving methodological quality, and in what ways can they improve their practice?

The class will explore these questions through readings and seminar discussions, joint consideration of a selection of cases, and individual critical reflections on the practice of policy analysis.

In this advanced course, we have selected certain aspects of methodology in policy analysis for particular scrutiny. These include: working with contested or incomplete information and causal claims, taking

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[1] David L Weimer and Aidan R Vining, *Policy Analysis: Concepts and Practice* (Upper Saddle River, New Jersey: Prentice Hall; 3rd edition, 1999, p 27).

account of stakeholders (including "target" populations and citizens at large) in analysis, and creating and dissecting policy arguments. Class policy examples include direct-to-consumer-advertising of prescription drugs, lowering the drinking age, domestic purposes benefit reforms, making New Zealand Sign Language official, the Local Government Act 2002, and Maori involvement in the *Regional Partnerships Programme*

COURSE CONTENT

Please refer to the separate schedule, for details of topics and readings for each session.

READINGS

There is no set text for this course. A reading packet is available from Student Notes. A number of the readings are available on the internet; refer to the schedule for URLs. **Please ensure that you have completed the readings for each session prior to the session**. We recommend that if you are a newcomer to public policy at VUW, that you read the text normally used in stage 3 (PUBL 306), Eugene Bardach's *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem-Solving* (Chatham House, 2000). This book is short and readable.

ASSESSMENT

Assignment	Due date	Weight	Output guidelines
Policy argument	2 August	20%	1,500-2,000 words
Essay	11 Oct	40%	3,000-4,000 words
Critical reflections journal	4 Oct	30%	At least weekly entries
Contribution to discussion	Ongoing	10%, or at the margin	Balance of quality and appropriate quantity

Policy Argument Essay, due 2 August
Select a policy argument from contemporary New Zealand debates, which is set out in about one page of text. Provide an annotated description of the argument, and an assessment of the argument's strengths and shortcomings. Your essay should draw from your understanding of the roles of policy argument, analytical "styles", and evidence in policy analysis. Attach the argument itself, indicating its source.

Essay, due 11 Oct, 5 pm
Select a recent proposed policy change (such as permitting voluntary labelling of GM-free food, increasing the drinking age to 20, replacing a series of benefits with a single core benefit, or increasing funding for tertiary education programmes that are of "strategic relevance" in New Zealand). Drawing on discussion papers, public submissions, and other public materials, critically discuss some methodological challenges. Depending the issue, you might look at the assumptions underlying the methodology, methods used, what information is privileged and what is not, how arguments are structured, the role of stakeholders, specific matters associated with inclusiveness, rules, rights, and so on, relating topics covered in class to the issue you have chosen. Please choose your example early, so everyone in the class can know what policies are under scrutiny. In class discussion, you are encouraged to stimulate thinking of value to your peer review.

Journal, due in class on 4 Oct.

Your journal is a record of your thinking (relevant to the course!) throughout the trimester. Your entries should be directed to one or another of the three main questions motivating this course, and should show clear connections to readings, class discussions, current events, and so on. While not a hard and fast rule, you should aim to include at least one substantive entry each week. We think you will gain most if you "journal" both before and after class sessions.

Keeping a "critical reflection journal" is a key mechanism to support your learning in this course. 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 some flexibility to choose the type of entries you make, and a great deal of flexibility to choose the substance of your entries. The assignment should send you out to test strange waters that you might not otherwise

"Critical reflection" is 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.

Each entry, then, 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 150 words). Each entry should begin with a clear heading identifying the reading or class session from which the reflection stems.

Some samples will be provided in class.

There are a few "ground rules":

- Please date (accurately) all your entries.
- Handwriting that is legible is acceptable, but you may wish to word-process entries and paste them in the journal
- Expression need not be polished; however, the reader should be able to follow you easily; mindmaps and other diagrams most likely need interpretation
- This journal is not a place for descriptive records of content presented in class, nor should you record details of your overall learning journey and its challenges: Keep your focus on critical reflections on class-related content
- The entire journal should be kept together and submitted as a whole

General Notes for Assignments: Please type your policy argument and essay assignments, and indicate the word count on the cover sheet. Submit assignments to the lecturer in class, or to Francine McGee. Do not email assignments.

Both the journal and the essay are due at the end of the term. However, you need to be working on them steadily throughout the course.

Note: Extension may only be granted to those who meet the University's aegrotat rules, viz. medical certificate or personal bereavement, or critical personal circumstances involving the health of a close relative, or exceptional circumstances beyond the student's control.

Late work must be handed to the Course Coordinator, or to Francine McGee, Administrator, School of Government (Rutherford House, RH 821, Reception), who will record the date and time it was received before giving it to the Course Coordinator. Late work will have a mark out of 100 reduced by 5% for each late day. Work handed in more than 5 days after the due date, or after the date of extension, will not normally be accepted.

MANDATORY COURSE REQUIREMENTS

Students must (a) complete the assignments as specified above; **and** (b) attend most (at least 9) of the weekly classes. Students who fail to satisfy these mandatory course requirements will receive a Q grade.

WORKLOAD GUIDE

The course meets in twelve weekly two-hour seminars. All members are expected to contribute to discussion each week and to prepare themselves adequately to that end. The course comprises one eighth of a full-time Honours student's yearly load, and students should plan their efforts accordingly.

NOTICES AND ANNOUNCEMENTS

Announcements will be made at the beginning of classes, or by email if required.

ELECTRONIC ACCESS

The Blackboard website will not be used in this class.

AVAILABILITY OF COURSE LECTURERS

Dr Amanda Wolf will be available for student consultation by appointment (or take your chances during normal working hours). All administrative enquiries should be directed to Amanda. Email Amanda.wolf@vuw.ac.nz. (Dr Wolf will be unavailable between 23 Sept and 11 Oct.)

Dr Rachel Simon-Kumar holds a visiting lecturer position in the School of Government. She is available for consultation by appointment. Email rsimonkumar@paradise.net.nz, rachel.simonkumar@dia.govt.nz.

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 (EA005) 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 requestions)
- Examinations-related information during the examination period.

Please note:

There will be a Student Administration Adviser, from the RWW office, based in EA005 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 Statue is available in the Faculty Student Administration Office or on the website at: www.vuw.ac.nz/policy/StudentConduct.

The policy on Staff Conduction can be found on the VUW website at:
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:
www.vuw.ac.nz/policy/AcadmicGrievances.

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 Statue on Student Conduct (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 our more about plagiarism and how to avoid it, on the University's website at:
www.vuw.ac.nz/home/studying/plagiarism.html.

STUDENTS WITH DISABILITES

The University has a policy of reasonable accommodation of the needs of students with disabilities. The policy aims to give students with disabilities and 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, or phoning 463 – 6070, email: disability@vuw.ac.nz. The name of your School's Disability Liaison Person can be obtained from the Administrative Assistant or the School Prospectus.

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
Ph: 463 6015 or Email: Maori-Pacific-Mentoring@vuw.ac.nz

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 our more at www.vuw.ac.nz.st_services/ or email student-services@vuw.ac.nz.

VUWSA employs two Education Co-ordinators 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, phone 463 6983 or 463 6984, email education@vuwsa.org.nz.

CLASS SCHEDULE, LECTURER, AND READINGS

5 July   Introduction   AW
Overview and critique of "8-step" approach to policy analysis

Description: General introduction to course and learning outcomes; Overview of Bardach's 8-steps in policy analysis, using the direct-to-consumer advertising of pharmaceuticals as case example for a critical reflection on "stepped" approaches.

Readings:
Bardach, Eugene (2000 or 2004). *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*. New York: Chatham House Publishers. (Review all; pages xiii-xvi in packet.)

Ministry of Health. (2001). *Health Report: Direct to Consumer Advertising of Prescription Medicines— Policy Options*. Wellington, 16 August (packet)

Ministry of Health (2001). *Summary of Submission on the Direct-to-Consumer Advertising of Prescription Medicines in New Zealand Discussion Paper*. April. (Go to MoH site search box, and enter "DTCA" and select from list).

12 July   Policy argument and analysts' roles   AW

Description: Reviews the place of argument in policy analysis, from both "consumer" and "producer" perspectives; considers how to make a good argument; looks at six different "styles" of policy analysis, their characteristic activities, standards of quality, and contributions to "policy argument"

Readings:
Majone, Giandomenico (1989) "Policy analysis in public deliberation" in *Evidence, Argument, and Persuasion in the Policy Process*, New Haven: Yale University Press, pp 1-20 (packet)

Dunn, William N (1994) "The functions of policy argument", in *Publuc Policy Analysis: An Introduction*. Englewood Cliffs, NJ: Prentice Hall, pp 89-133 (packet)

Mayer, I S, C E van Daalen, and P W G Bots (2001) "Perspective on policy analyses: A framework for understanding and design". Presented at the APPAM Conference, Washington DC, November (packet)

19 July   Evidence-Based Practice   RS

Description: Covers the recent moves towards EBP, its history, what is 'evidence', what does it deliver, usual methods/techniques to obtain evidence, purpose of evidence, is evidence objective and neutral?

Readings:
Davies, H., Nutley, S. and Smith, P (2000) "Introducing evidence-based policy and practice in public service" in Huw Davies, Sandra Nutley and Peter Smith (eds) *What Works? Evidence-based policy and practice in public services*, Policy Press: Bristol, UK, pp. 1-12. (packet)

Young, K., Ashby, D., Boaz, A. and Grayson, L. (2002) "Social Science and the Evidence-Based Policy Movement", *Social Policy & Society*, 1:3, 215-224. (packet)

Rein, M. (1989) "Frame-Reflective Policy Discourse" in Lionel Orchard and Robert Dare (eds) *Markets, Morals and Public Policy*, The Federation Press: Sydney, pp. 232-244. (packet)

Ministry of Youth Affairs, *Lowering the Drinking Age: An Issues Paper*, June 1999, New Zealand Government (packet)

Recommended:
Strategic Policy Making Unit (1999) *Professional Policy Making for the Twenty-First Century*, Cabinet Office, United Kingdom at http://www.policyhub.gov.uk/docs/profpolicymaking.pdf

Nutley, S. and Webb, J. (2000) "Evidence and the policy process" in Huw Davies, Sandra Nutley and Peter Smith (eds) *What Works? Evidence-based policy and practice in public services*, Policy Press: Bristol, UK, pp. 13- 41.

26 July   Target populations, Citizens and Policy Design   RS

Description: Looks at framework for social construction of targets populations in policy and attendant policy tools.

Readings:
Schneider, A. L and Ingram, H. (1997) *Policy Design for Democracy*, University Press of Kansas: Kansas, Chapter 5, pp. 102 – 149.

DPB reforms (excerpts from 1999/2002 reform acts) http://www.dol.govt.nz/PDFs/DPBreform.pdf, pp. 4-17

Recommended:
Schneider, A. L and Ingram, H. (1997) *Policy Design for Democracy*, University Press of Kansas: Kansas, Chapter 6, pp. 150-185.

2 Aug   Methodology in social regulation and information policies   AW

Description: Returns to the DTCA case, as an example of the regulation of information. Methodology focus on the various "balancing acts" in making rules; considering expectations, standards, enforcement and other aspects of regulation, including the "informed consumer"; consideration of trans-Tasman policy

Readings:
May, Peter J (2002) "Social regulation", in Lester A Salmon, ed *The Tools of Government: A Guide to the New Governance*. Oxford University Press, pp 156-185. (packet)

Stone, Deborah (1997) "Rules" in *Policy Paradox: The Art of Political Decision Making*, 2nd ed. New York: W W Norton, pp 282-302 (packet)

Toogoolawa Consulting Pty, Ltd (2002) *Report of a review of Advertisign Therapuetic Products in Australia and New Zealand*. November, esp pp 5-32; 62-68.
http://www.jtsproject.com/downloads/hot%topics/AdsreviewNov02.pdf

Interim Advertising Council (2004) *Key Aspects of A Trans-Tasman Model for the Regualtion of the Advertising of Therapeutic Products*, September, esp 3-33; 80-84,
http://www.tga.gov.au/tta/advtt_key.pdf

Interim Advertising Council (2004) *Australia New Zealand Therapeutic Products Advertising Code, Version 11* November, http://www.tga.gov.au/tta/advttcode_vll.pdf

9 August   **Methodology in rights and identity policies**   **AW**

Description: The role of consultation in policy analysis, specific issues for analysis in matter of rights and identity; the New Zealand Sign Language Bill case study includes primary materials that will be considered and discussed in class, included the role of the analyst who is part of the community affected by a Bill, the views of members of select committees, and matters of "symbolism" in a Bill with few substantive terms.

Readings
Peter Sterne, with Sandra Zagon (1997) *Public Consultation Guide: Changing the Relationship Between Government and Canadians*. Canadian Centre for Management Development, pp 1-16; appendix B (full report on http://www.ccmd_ccg.ca

Amanda Wolf (2005) *New Zealand Sign Language Bill*. Draft Case Study.

[Mid-term break]

30 Aug   **Methodology in inclusion/exclusion paradigms**   **RS**

Description: What is exclusion, methods and methodologies for inclusion (drawing on Maori and feminist epistemologies), and looks at practical ways to ensure inclusion in policy design. Methodological focus on participatory policy design.

Readings:
Durie. M. (2005) "Race and Ethnicity in Public Policy: Does it Work?" *Social Policy Journal of New Zealand*, Issue 24, March, pp. 1-11. http://www.msd.govt.nz/publications/journal/24-April-2005/24-pages1-11.html

Spoonley, P. et al. (2005) "Social Cohesion: A Policy and Indicator Framework for Assessing Immigrant and Host Outcomes" *Social Policy Journal of New Zealand,* Issue 24, March, pp. 85-110. http://www.msd.govt.nz/publications/journal/24-April-2005/24-pages85-110.html

Hawkesworth, M. (1994) "Policy Studies within a feminist frame" *Policy Sciences*, 27: 97-118.

Case Study (to be confirmed – material will be given in class):
Maori involvement in the *Regional Partnerships Programme*

6 September **Methodology in outcomes-oriented policy design** **RS**

Description: What is outcomes-oriented policy? What are its implications for policy design? What methodologies best promote outcomes in policy? Difference between intended outcomes and unintended consequences. Methodological focus on logic modelling. Case study focus on the Local Government Act (2002)

Readings:
Getting Better at Managing for Shared Outcomes - A Resource for Agency Leaders, SSC document found at http://www.ssc.govt.nz/display/document.asp?docid=4125&pageno=8#P562_67216

Baehler, Karen (2002) "Intervention logic: A user's Guide" *Public Sector* 25(3): 14-20 (packet)

Local Government New Zealand (2002) *The Local Government Act 2002: An Overview.* (packet)

13 September **Causal analysis and systems analysis** **AW**

Description: Considers the contributions of causal analysis and systems analysis to policy analysis, how "causes" and "systems" can vary with perspective and purpose in an analysis, how such analyses address the inevitable uncertainties in social situations

Readings
Jenny Stewart and Russell Ayres (2001) "Systems theory and policy practice: An exploration" *Policy Sciences* 34(1): 79-94

Stone, Deborah A (1989) "Causal stories and the formation of the policy agenda" *Political Science Quarterly* 104(2): 281-300

20 September **Practical and critical thinking** **AW/RS**

Description: What is critical thinking? History of thought in policy analysis. Schools of critical policy sciences. Implication of critical thinking for methodology in policy analysis. Contrast with "nous" and practical thinking.

Readings:
Fischer, F. (2003) "Policy Analysis as Discursive Practice: The Argumentative Turn" in Reframing Public Policy, Oxford University Press: Oxford. pp. 181-202. (packet)

Jennings, B. (1987) "Interpretation and the Practice of Policy Analysis" in Frank Fischer and John Forester (eds) *Confronting Values in Policy Analysis: The Politics of Criteria*, Sage: California. pp. 128-152. (packet)

Walters, Kerry S (1994) "Critical thinking, rationality, and the vulcanization of students" in Kerry S Walters, ed *Re-Thinking Reason: New Perspectives in Critical Thinking* Albany:SUNY Press, pp 61-80 (packet)

27 September **TBA**

4 October **Presentation of "reflections"; Course Summary** **RS**