

## School of Government

# MAPP 525 POLICY ANALYSIS AND ADVISING (15 Points)

Trimester Two 2006

## COURSE OUTLINE

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### Contact Details

**Course Co-ordinator:** **Dr Amanda Wolf**  
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### Course Dates, Times and Location

<b>Module Four:</b>	Thursday 31 August 2006	8.30am-6.00pm
<b>Module Five:</b>	Thursday 19 October 2006	8.30am-6.00pm
<b>Module Six:</b>	Thursday 23 November 2006	8.30am-6.00pm

**Location:** The course will be held on the Pipitea Campus of Victoria University of Wellington. You will be advised of your classroom one week prior to the course by email.

## **Course Overview and Objectives**

*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)

*If policy analysis is the science of rational choice among alternatives, it is dependent on another more imaginative activity—the invention of alternatives worth considering. . . . [P]olicy analysis may be most effective when it is viewed within a paradigm of conflict, rather than of rational choice.*

(Thomas Schelling, quoted by Robert Klitgaard, “Thomas Shelling and policy analysis”, [www.cgu.edu/include/Schelling\\_and\\_Policy\\_Analysis.pdf](http://www.cgu.edu/include/Schelling_and_Policy_Analysis.pdf)).

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 will:

- 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, Policy Tools and Practice, which focuses on analytical methods and applications.

## **Readings**

The text for this course is Eugene Bardach, 2005, 2<sup>nd</sup> Ed *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*, Washington, DC, CQ Press.

It is available from VicBooks, Rutherford House, Pipitea Campus (if you have the first edition, or even an earlier photocopy, text downloaded from the Electronic Hallway will suffice, and you need not purchase a new text).

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**

Please note that there will be some in-class exercises, which have not yet been slotted into the daily overviews.

Thursday 31 August

### **Introduction**

Bardach text, pp xiii-xvi, Appendix A

W. N. Dunn. (1994) *Public Policy Analysis: An Introduction*, (2<sup>nd</sup> ed.). Englewood Cliffs, Prentice Hall, pp 61-88.

*Set of Examples:*

D. Weimer & A. Vining (1999) *Policy Analysis: Concepts and Practice*, (3<sup>rd</sup> ed.), Upper Saddle River, Prentice-Hall, pp 1-25.

Office of the Minister of Health, extracts from “Memorandum to Cabinet Health and Education Committee: Request for group B meningococcal vaccination campaign funding”.

Office of the Minister of Health, Memorandum on “Direct to consumer advertising of prescription medicines – Policy options”, 16 August, 2001.

Wellington City Council and Hutt City Council (2002). Extracts from “A corporate approach to the management of council water services in the Wellington area.”

### **Context**

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

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

### **Role of Government and Frameworks**

O. Hughes, (2003) “The role of government’ in *Public Management and Administration: An Introduction*, Basingstoke: Palgrave Macmillan, pp. 71-93

W. Parsons. (1995). *Public Policy: An Introduction to the Theory and Practice of Policy Analysis* Edward Elgar, Aldershot, UK, pp 32-57

## **Models**

Bardach text, 1-59 (overview)

I.S. Mayer, C.E. van Daalen, and P.W.G. Bots. (2004). "Perspectives on policy analyses: A framework for understanding and design," *International Journal of Technology, Policy, and Management* 4(2): 169-191.

## **Problem Definition**

Bardach, ext, pp 1-10.

D. Stone (1996). Extracts from *Policy Paradox: The Art of Political Decision Making*. WW Norton, pp 133-35; 137-145; 164-177.

Thursday 19 October

## **Matching Problems and Solutions**

D. L. Weimer & A. 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.

## **Options, Criteria, and Outcomes**

Bardach, text, pp 15-47, Appendix B

D. MacRae, Jr and D. Whittington. (1997). *Expert Advice for Policy Choice*, Georgetown University Press, Washington DC, pp 66-88.

## **Smart Practices (Policy Writing)**

J. Musso, R. Biller, and R. Myrtel (2000) "Tradecraft: Professional writing as problem solving" *Journal of Policy Analysis and Management* 19 (4): 635-646

J. P. Dobel (2003) "Memo writing", Teaching resource from the Electronic Hallway.

Thursday 23 November

## **Implementation and Evaluation**

P. Bridgman and G. Davis (2000), *The Australian Policy Handbook*, Crows Nest: Allen & Unwin, pp. 116-125

P. Duignan (2001) "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, pp. 77-90

## **Smart Practices (Assembling Evidence and Value Adding)**

Bardach, text 61-105

A. Behm, A. et al (2000) “A value-creating model for effective policy services’, *Journal of Management Development*, 19(3): pp. 162-178

C. Scott (2005), “Value-added policy analysis and advice: New roles and skills for the public sector’, *Policy Quarterly*, 1(3) pp 10-15

## **Assessment Requirements**

Please refer to the participants’ handbook for details of style and presentation. Academic standards of referencing are required. Email your assignment, as an MS word attachment, to [amanda.wolf@vuw.ac.nz](mailto:amanda.wolf@vuw.ac.nz) by 5pm on the due date. Retain a copy just in case. Receipt will be acknowledged.

### **Overview**

<b>Assignment</b>	<b>Weight</b>	<b>Length</b>	<b>Due Dates</b>
Topic Selection	nil	1-2 sentences	11 Sept
Essay	25%	Max 1000 words	18 Sept
Critical Reflections	25%	Max 1000 words	30 Oct
Memo	40%	Max 3000 words	4 Dec
Contribution to Class	10%	NA	NA

All the assignments are designed to assist your learning with regard to all the objectives.

### **1 Topic Selection: Due 12 September**

A simple note to me (by email) in which you note the topic you intend to address in your memo. Be sure to look at that assignment, and choose a topic that will be manageable.

Examples of suitable topics may be somewhat specific ones about which you have some knowledge or interest, such as:

- The viability of the New Zealand Ballet or the Wellington Zoo
- New Zealand’s response to Japan leaving the International Whaling Commission

Or, you may choose a “higher level” analysis of an issue with competing views internationally about what governments should do, for example:

- Increasing rates of childhood obesity
- Traffic congestion in cities
- Declining fish stocks
- Addressing the needs of the lower-achieving primary school students

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

**DO NOT SELECT AN EXAMPLE FROM YOUR WORK** (“work” means your employer, unless there are clear divisions and you have NOTHING to do with the topic).

**YOU WILL NOT BE EXPECTED TO DO A HUGE AMOUNT OF RESEARCH.** You will need to locate a few good articles that establish the main parameters of the issue, and investigate some internet sources, both in NZ and elsewhere. Ultimately, your memo grade will not depend on your knowledge *per se* but on your demonstration that you understand the characteristics of good policy analysis practices.

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 18 September**

Bardach (2005) and Mayer, van Daalen & Bots (2004) discuss policy analysis as an activity. For Bardach (p xiii) it is a “social and political activity”. For Mayer, *et al*, (p 170) it is a “multi-faceted field in which a variety of different activities and ambitions have found a place”. Suppose you have been asked to advise an up-and-coming policy analyst. What **four** key points would you emphasise to this new analyst about the activities of an analyst, and why? If you are less experienced, your essay may draw on a comparison or synthesis of points made by the authors. If you are more experienced, your essay may relate the authors’ views more explicitly to the context of policy analysis in New Zealand (or your country).

## **3 Critical Reflections: Due 30 October**

Reflections provide you an opportunity to bring together some of what you have learned in the course through the exercise of reflective thinking. A reflection (a) identifies a curious or puzzling or otherwise interesting matter, and (b) conveys what you have learned in considering it in light of the course and your prior knowledge and experience. An individual reflection can vary from the concise (approximately 200 words) on up to the maximum allowed for this assignment (1000 words).

Your critical reflections should explicitly stem from one or more 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 you adopt a stance “at one remove” from the surface matter, and draw on your own experiences, ideas, intuitions, or ideals. Avoid reciting facts or parroting back class notes.

## **4 Memo: Due 4 December**

PLEASE NOTE: YOU SHOULD BE SUBSTANTIALLY FINISHED WITH THE MEMO BY THE LAST MODULE, THURSDAY 23 NOVEMBER. You are more than welcome to submit this last assignment early!

Write a memo, of not more than 3,000 words, in which you present a range of options (perhaps 3 or 4 in all) on the policy topic you have selected. Assess the options in light of specific criteria (perhaps 4 to 6), and make a recommendation to decision-makers. Your memo should include a *brief* section outlining the specific question, problem, or policy goal you are addressing, and its background. The bulk of your memo should demonstrate, with explicit comments if needed, your understanding of policy analysis.

Your memo should be written clearly and concisely, but I do not require any particular format.

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

ANZSOG candidates taking this course as an elective should note that they take it for 24 points, and not 15 points. Accordingly, the learning outcomes to be achieved by ANZSOG candidates are wider and deeper than those expected for non-ANZSOG candidates. The content of those learning outcomes, and the means whereby they will be assessed, will be negotiated and confirmed with the course co-ordinator at the start of the course.

## **Expected Workload**

The expected workload is, on average, (a) approximately 8 hours of preparation time before the first module of the course, (b) 24 hours of class contact time and (c) approximately 10 hours of independent study per week between modules and after the final module.

## **Penalties**

The ability to plan for and meet deadlines is a core competency of both advanced study and public management. Failure to meet deadlines disrupts course planning and is unfair on students who do submit their work on time. It is expected therefore that you will complete and hand in assignments by the due date. Marks will be deducted at the rate of five 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 your assignments, you can apply for, and may be granted, an extension to the due date. **Note that this applies only to extreme unforeseen circumstances and is not necessarily awarded.** You should let your course co-ordinator/lecturer know as soon as possible in advance of the deadline if you are seeking an extension.

## **Mandatory Course Requirements**

In addition to an overall pass rate, a minimum of 40% is required on each component part.

## **Communication of Additional Information**

Additional information will be communicated via email.

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

### **Railway West Wing (RWW) - FCA Student and Academic Services Office**

The Faculty's Student and Academic Services 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. To check for opening hours, call the Student and Academic Services Office on (04) 463-5376.

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

The Kelburn Campus Office for the Faculties of Commerce and Administration, Education 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 is available for the following:

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

To check for opening hours call the Student and Academic Services Office on (04) 463-5376.

## **General University Policies and Statutes**

Students should familiarise themselves with the University's policies and statutes, particularly the Assessment Statute, the Personal Courses of Study Statute, the Statute on Student Conduct and any statutes relating to the particular qualifications being studied. See the Victoria University Calendar available in hard copy or under 'About Victoria' on the VUW home page at [www.vuw.ac.nz](http://www.vuw.ac.nz).

## **Student 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 are to be taken if there is a complaint. For information about complaint procedures under the Statute on Student Conduct, contact the Facilitator and Disputes Advisor or refer to the statute on the VUW policy 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; class representatives may be able to help you in this. If you are not satisfied with the result of that meeting, see the Head of School or the relevant Associate Dean; VUWSA Education Co-ordinators are available to assist in 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. The University defines plagiarism as follows:

*The presentation of the work of another person or other persons as if it were one's own, whether intended or not. This includes published or unpublished work, material on the Internet and the work of other student or staff.*

It is still plagiarism even if you re-structure the material or present it in your own style or words.

*Note: It is, however, perfectly acceptable to include the work of others as long as that is acknowledged by appropriate referencing.*

Plagiarism is prohibited at Victoria and is not worth the risk. Any enrolled student found guilty of plagiarism will be subject to disciplinary procedures under the Statute on Student Conduct and may be penalised severely. Consequences of being found guilty of plagiarism can include:

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

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 Impairments**

The University has a policy of reasonable accommodation of the needs of students with disabilities. The policy aims to give students with disabilities the same opportunity as 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, please contact the Course Co-ordinator as early in the course as possible. Alternatively, you may wish to approach a Student Adviser from Disability Support Services (DSS) to discuss your individual needs and the available options and support on a confidential basis. DSS are located on Level 1, Robert Stout Building, telephone (04) 463-6070, email [disability@vuw.ac.nz](mailto:disability@vuw.ac.nz). The name of your School's Disability Liaison Person is in the relevant prospectus or can be obtained from the School Office or DSS.

## **Student Support**

Staff at Victoria want students to have positive learning experiences at the University. Each Faculty has a designated staff member who can either help you directly if your academic progress is causing you concern, or quickly put you in contact with someone who can. Assistance for specific groups is also available from the Kaiwawao Māori, Manaaki Pihipihinga or Victoria International.

In addition, the Student Services Group (email [student-services@vuw.ac.nz](mailto:student-services@vuw.ac.nz)) is 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/).

VUWSA employs 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 (telephone (04) 463-6983 or (04) 463-6984, email [education@vuwsa.org.nz](mailto:education@vuwsa.org.nz)) is located on the ground floor, Student Union Building.

### **Manaaki Pihipihinga - Maori and Pacific Mentoring Programme (Faculty of Commerce and Administration)**

This is a mentoring service for Maori and Pacific students studying at all levels. Weekly one hour sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade, and Room 210 and 211, Level 2, Railway West Wing. Sessions cover drafting and discussing assignments, essay writing, and any questions that may arise from tutorials and/or lectures. A computer suite networked to Cyber Commons is available for student use.

To register with Manaaki Pihipihinga, please contact one of the following:

Puawai Wereta  
Room 210, Level 2  
Railway West Wing  
Tel. (04) 463-8997  
Email: [puawai.wereta@vuw.ac.nz](mailto:puawai.wereta@vuw.ac.nz)

Fa'afai Seiuli  
Room 109 B  
14 Kelburn Parade  
Tel. (04) 463-5842  
Email: [faafoi.seiuli@vuw.ac.nz](mailto:faafoi.seiuli@vuw.ac.nz)