VICTORIA
UNIVERSITY OF WELLINGTON

School of Government / SOLGM

MAPP 525
POLICY ANALYSIS AND ADVISING
(15 Points)

Trimester Two 2007

COURSE OUTLINE

Contact Details

Course Coordinator: **Professor Claudia Scott**
Room RH 805, Level 8, Rutherford House, Pipitea Campus
Telephone: (04) 463 5377
Email: claudia.scott@vuw.ac.nz

Course Administrator: **Shayne Duncan**
SOLGM Opus Business School, Level 8, 114 Lambton Quay, Wellington
Telephone: (04) 978 1281
Email: sduncan@solgm.org.nz

Academic Administrator: **Raewyn Baigent**
Room RH 803, Level 8, Rutherford House, Pipitea Campus
Telephone: (04) 463 5453
Email: raewyn.baigent@vuw.ac.nz

Course Dates, Times and Locations

Dates: Tuesday 14 – Friday 17 August 2007 (inclusive)

Times: 9.00am – 8.30pm   Tuesday 14 – Thursday 16 August 2007
9.00am – 12.30 pm   Friday 17 August 2007

NOTE: Registration is from 8.00am – 9.00am on Tuesday 14 August 2007

Location: Brentwood Hotel, 16 Kemp Street, Kilbirnie, Wellington

NOTE: This is a residential course. Accommodation will be provided at the venue and is included in the course cost.

Course Objectives

This course examines critically how policy analysts apply different methods, theories, and substantive knowledge to problems and goals that emerge in given economic, social, environmental and cultural contexts. Emphasis is given to the role of advisers and analysts, and the value they create by providing information and evidence for policy understanding and decision-making.

By the end of the course, participants will:

- Understand the various ways policy analysts frame their tasks, the main characteristics of their practices, and various standards of 'good' practice;
- Appreciate the importance of undertaking policy analysis tasks holistically, drawing on a variety of disciplinary theories and methods, and integrating these in specific contexts; and
- Demonstrate skills in analytic reasoning and communication.

The course is designed for local authority policy advisers, analysts and others who seek knowledge and understanding of policy analysis and advising. An overview of academic and practitioner literatures is provided, including various policy analysis frameworks - including Professor Eugene Bardach's 8-fold path to successful problem solving and the Mayer, van Daalen & Bots 'hexagon' approach.

The dimensions of quality policy advice are considered, including the issue of how analysts and policy organizations can create advice that is 'fit for purpose', transformational, and adds value for decision makers. Doing this requires an understanding of the appropriateness and suitability of processes, instruments and interventions in relation to different issues and contexts. Participants will reflect on the comparative advantage which public sector analysts and advisers can bring to their role, and the knowledge, skills, capabilities and judgment required to enhance public sector advisory capability and performance.

Course Content

New Zealand's democratic Westminster traditions require government (including local 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 free and frank. Advisers need to add value to decision-makers by bringing evidence-based perspectives to bear on issues, while having regard for the policy preferences of the government, existing policy commitments and international best practice.

Designing public policies has long been recognised more as art and craft than science. This course explores how local authority advisers working in the New Zealand context must balance the need to be responsive to the policy priorities and preferences of current councils, while also having regard for the strategic implications for future councils and the community. In particular, consideration will be given to the way in which analysts and advisers can develop and assess options to assist informed decision making.

Local authorities must design policies which give consideration to whether they can add value to community outcomes. They must adopt a more strategic focus, and be more aligned at various levels of governance and across the council.

Learning Commitment

For the attendees taking this course for academic credit (including assessments), the learning objectives are reasonably demanding. To achieve them, you must make a significant commitment in time and effort to reading, studying, thinking, and completion of all assessment items. This will require that you devote considerable time to preparation before the start of the course.

There are 28 places in the course, and SOLGM will give preference to those taking the course for academic credit (with assessment). Those who opt for professional development (without assessment) are still required to read the course materials and participate in all of the activities during the course. Upon completing the course, professional development participants will receive a Certificate of Completion from SOLGM.

NOTE: If you sign up to take this course for academic credit, you may not later change this to professional development, and vice versa.

Group Work

Students will work in groups throughout the course. In particular, they will form part of a syndicate group which will do a joint presentation and syndicate report.

Readings

Participants in this course are supplied with a full set of readings, which is supplemented by further materials distributed throughout the course. There is no set text. Priority should be given to the readings marked with a * but all are interesting and will enhance your learning outcomes from the course. Some further readings for the syndicate assignments will be distributed to participants when they arrive at the intensive.

The following topics and associated readings are considered:

1. **Introduction to Policy**

    Readings:
    * Colebatch, H. (2004) "What do they say about it?' in *Policy*, Buckingham: Open University Press, pp. 82-95.

    * Weimer & Vining, chapters 1 & 2

    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

2.   The Context for Policy Advising in Central and Local Government

Readings:
* Scott, C. (2006) 'Policy Work and Public Management Reform in New Zealand' in H.K. Colebatch (ed) *The Work of Policy*, Oxford, Lexington Books.

* Scott, C., M. Reid and J. McNeill (2006) Strategic Planning under the LGA 2002: Toward Collaboration or Compliance? *Policy Quarterly,* Vol. 2, No. 2, pp. 18-25

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

3.   The Role of Government, Ideology and Framing Policy

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

* Heywood, Andrew (2002). "Political Ideology," chapter 3 in Politics (2nd edition). Palgrave, pp. 41-66.

* Woolcock, Michael (2001) 'Social Capital' ISUMA, pp. 11-17

Treaty, Pacific Island and Gender Frameworks – see www.tpk.govt.nz; www.minpac.govt.nz; www.mwa.govt.nz

4.   Models and Frameworks for Policy Analysis: Cycles and Hexagons

Readings:
* G. Bardach (1995). Policy Analysis: A Handbook for Practice, Electronic Hallway.

* Mayer, I. E. Van Daalen, E, and P. Bots, Perspectives on Policy Analysis: A Framework for Understanding and Design, *Journal of Technology, Policy and Management*, Vol. 2, No. 2, pp. 169-91.

* Case Study: New Bedford Harbour

5.   Defining Problems and Opportunities: the Use of Systems Modelling and Intervention Logic

Readings:
* 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.

Systems Thinking source: www.systems-thinking.org/arch/arch.htm

6.   Matching Problems and Solutions

Readings:
* Frameworks for Problem Definition (3 pp)

Weimer, D. and Vining (1999) Correcting Market and Government Failure: Generic Policies, Policy *Analysis: Concepts and Practice* (3rd edition) Upper Saddle River, Prentice-Hall. (skim)

* Tables: Matching Policy Instruments to Policy Problems

7.   Defining Options, Selecting Criteria and Projecting Outcomes

Readings:
* 'Selecting Criteria' in D. MacRae, Jr and D. Whittington, *Expert Advice for Policy Choice: Analysis and Discourse*, Washington, D. C, Georgetown University Press, Washington, D. C., 1997, pp. 66-103. (skim)

Tables 10.1, 10.2, 11.1

8.   Information, Analysis and Evidence in Policy Analysis: Art, Science or Craft?

Readings:
* Nutley, Davies and Walter (2003), Evidence-based Policy and Practice: Cross Sector Lessons from the UK, Paper for the Social Policy Research and Evaluation, Conference, Wellington, New Zealand

Adams, D. (2004) Usable knowledge in Public Policy, *AJPA* 63(1) 29-42. March 2004

Weimer, D. Policy Analysis and Evidence: A Craft Perspective *Policy Studies Journal*, Vol. 26, No. 1 1998 (114-128)

9.   Policy implementation and evaluation

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

* 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.

10. **Smart Practices 1: Handling risk and uncertainty**
    Smart Practices 2: Consultation and citizen engagement in the policy process
    Smart Practices 3: Policy writing

    Readings:
    * Cars, Cholera and Cows www.cato.org/pubs/pas/pa-335es.html (skim)

    * Consultation practices and stakeholder management www.iap2.org

    * Musso et al (2000) Tradecraft: professional writing as problem-solving

    J. Patrick Dobel (2003) Memo Writing, Teaching Resource from the Electronic Hallway

    Catherine Smith (2005) 'Position paper: Know the arguments: in Writing Public Policy: A Practical Guide to Communicating in the Policy-Making Process, Oxford University Press, 2005

11. **Value-Adding Policy Advice**

    Readings:
    * Behm, A. et al (2000) 'A Value-Creating Model for Effective Policy Services', *Journal of Management Development*, 19(3): pp. 162-178.

    * Scott, C. (2005) 'Value-added Policy Analysis and Advice: New Roles and Skills for the Public Sector', *Policy Quarterly*, Vol. 3 No. 3, pp. 10-15."

12. **Enhancing Performance and Capability**

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

Materials and Equipment

It will assist syndicate work if students who have access to a laptop computer can bring them along to class; however, this is not a mandatory requirement.

Participants will be provided with all meals during the duration of the course, i.e. morning and afternoon teas, lunches and dinners.

Assessment Requirements

Assessment 1: Essay (1000 words) – Due no later than 9.00am on Monday 13 August 2007 (i.e. the day prior to the start of the course). Please send this electronically to claudia.scott@vuw.ac.nz and bring a hard copy of the essay to the course.

Topic: Bardach (1995) and Mayer, van Daalen & Bots (2004) discuss policy analysis as an activity, and the role of the policy analyst. Identify key similarities and differences between the frameworks presented for policy analysis in these two papers. How relevant are these frameworks to policy practices in the New Zealand local government sector?

Length: Maximum 1000 words (exclusive of references) typed on A4, double-spaced, with ample margins

Date due: Submitted by 5.00pm on Monday 13 August 2007 (the day before the course).

Marks: 25%

Assessment 2: Syndicate Project (3000 words) – due by 9.00 am on Monday 10 September, 2007

You have been asked to prepare a set of options on a specific policy area for consideration by a yet-to-be-elected government. The election is close and therefore it is important that a wide range of different alternatives are presented. You will prepare a set of alternative options, assess them in relation to particular criteria and provide some contingent 'if-then' statements. You will be assigned to a syndicate group and topic at the course.

Marks: 40% (of which 10% is assigned to group syndicate presentation on day three of the course)

Assessment 3: Reflective Essay (1000 words maximum, exclusive of references) due by 9.00 am on Monday 17 September, 2007

This essay gives participants the opportunity to bring together the learnings on the course and to apply them in the New Zealand local government context.

Marks: 25%

In addition, 10% will be assigned for the participant's contribution to class discussion.

Please submit all assignments electronically to:

claudia.scott@vuw.ac.nz and sduncan@solgm.org.nz

Students should keep a copy of all submitted work.

NB: A copy of assignment one should be brought to the course.

Penalties

Penalties are incurred for late submission of work, without due cause, and for exceeding word limits.

Mandatory Course Requirements

To fulfil the mandatory course requirements for this course, you are required to:

1. Submit all assignments by the due date, unless you have been granted an extension;
2. Attend all contact sessions of the course. If you are unable to attend a session, you must inform the Course Coordinator as soon as possible and you may be required to submit a further item of assessment.

To pass the course, you must have an overall mark of at least 50 (C).

Communication of Additional Information

Additional information may be provided in class, by post, or by 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.

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. The Policy on Staff Conduct 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; 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 Coordinators 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.

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.

Notice of Turnitin Use

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine Turnitin (www.turnitin.com). Turnitin is an on-line plagiarism prevention tool which identifies material that may have been copied from other sources including the Internet, books, journals, periodicals or the work of other students. Turnitin is used to assist academic staff in detecting misreferencing, misquotation, and the inclusion of unattributed material, which may be forms of cheating or plagiarism. At the discretion of the Head of School, handwritten work may be copy typed by the School and subject to checking by Turnitin. You are strongly advised to check with your tutor or the Course Coordinator if you are uncertain about how to use and cite material from other sources. Turnitin will retain a copy of submitted materials on behalf of the University for detection of future plagiarism, but access to the full text of submissions will not be made available to any other party.

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 Coordinator 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). 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) is available to provide a variety of support and services. Find out more at www.vuw.ac.nz/st_services/.

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

Manaaki Pihipihinga Programme

Manaaki Pihipihinga is an academic mentoring programme for undergraduate Māori and Pacific students in the Faculties of Commerce and Administration, and Humanities and Social Sciences. Sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade (back courtyard), Room 109D, and Room 210, Level 2, Railway West Wing. There is also a Pacific Support Coordinator who assists Pacific students by linking them to the services and support they need while studying at Victoria. Another feature of the programme is a support network for Postgraduate students with links to Postgraduate workshops and activities around Campus.

For further information, or to register with the programme, email manaaki-pihipihinga-programme@vuw.ac.nz or telephone (04) 463 5233 extension 8977. To contact the Pacific Support Coordinator, email pacific-support-coord@vuw.ac.nz or telephone (04) 463 5842.