DESIGNING PUBLIC POLICIES AND PROGRAMS 2007

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 authorising 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 is presented which give more attention to the rationale and role of government and the private and community sectors in policy development, the role of analysts and advisers in relation to decision-makers and stakeholders, and the importance of policy context, institutions and policy development processes.

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:
Canberra (11-15 June), Wellington (18-22 June) and Brisbane (2-6 July).

Learning Outcomes

Students completing this subject will:

- Compare different policy frameworks and evaluate the merits and demerits of a new integrated approach to policy analysis and advice.
- 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;
- Understand the similarities and differences in policy development processes in Australia and New Zealand;
- Have an understanding of the rationale, policy tools and authorising environment which underpin policy stances;
- Be well-informed about different policy tasks and smart practices which assist analysts to design policy outputs and processes which are 'fit for purpose';
- Examine some contemporary policy issues and how various techniques and approaches can be used to analyse these issues;
- Become more aware of the knowledge, skills and competencies required to deliver 'value-creating' policy analysis and advice, and to build policy capability;
- Develop insights on how to combine analysis with judgement in designing policies, managing policy agendas, and assisting governments to take a strategic approach to policy development.

Plan for the One Week Intensive

The course will provide students with knowledge and insights about policy development which enhance their ability to provide value-adding policy analysis and advice to decision makers. Syndicates will have 'hands on' experience working on a policy issue; a report back on syndicate projects will take place on Wednesday afternoon, with a view to maximising opportunities for shared learning and networking.

During the week, students will be encouraged to engage in "critical reflection", which encourages thinking 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 provides the opportunity for students to work on a much wider range of policy issues than would otherwise be possible. Claudia and Karen are collaborating on a book on policy analysis and advising in Australia and New Zealand, which will be published by University of New South Wales Press in 2008.

The cohort will participate in whole group activities as well as syndicate and discussion groups. Different teaching formats aim to facilitate learning from group interactions as well as meeting individual learning requirements.

Outline of Sessions

The broad learning outcomes and structure of the subject have been discussed above. A brief outline of sessions, including pre-circulated readings, is provided below. There will be some minor differences in the topics covered across the three intensives.

Pre- Reading Pack

The pre-reading pack contains:

- 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 readings which relate to the first individual assignment, which must be submitted on the first day of the program. These readings are important for doing syndicate work, and assist students to understand the key features of integrated model.

- 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 rest of the background 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.

- J. Craik (2005) Dilemmas in Policy Support for the Arts and Cultural Sector (2005) Australian Journal of Public Administration 64(4) pp 6-20.

- 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. Reuter & T. Shelling (1996), 'Assessing Alternative Drug Control Regimes', *Journal of Policy Analysis and Management*, 15(3), pp 330-352.

- J. Wanna and G. 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 (2-3 hours) before moving to priority 4.

4ᵗʰ   The required readings (those with a *) for each session topic in the order they are enclosed.

Note: As time permits, spend additional time on syndicate readings and on recommended readings for session topics.

Session Topics and Readings

1. Introduction to Policy Analysis and Advising

This session outlines the goals and objectives of the intensive, including the changing nature of policy work and the role of actors and institutions within a policy system.

* Colebatch, H.(2002) *"What Do They Say About It?'* in *Policy*, Buckingham: Open University Press, pp. 82-95

*B. Howlett and M. Ramesh(1995) '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 (skim)

*C. Scott, (2006) *'Policy Work and Public Management Reform in New Zealand' in H. Colebatch (eds)* The Work of Policy: an International Survey, 2006   Lanham: Lexington Books.

2. The Role of Government, Ideology and Framing Policy

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.

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

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

*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.

3. Problem Definition: The Use of Systems Modelling and Intervention Logic

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

Reading:

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

Tables: Problem Definition (3 pp)

*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.

4. Selecting Criteria

This session explores issues surrounding the value components of policy analysis with a view to identifying relevant criteria and how value will be interpreted in the context of the specific policy issue in question.

5. Defining Options and Policy Tools

Reading:

*Tables: Matching Policy Instruments to Policy Problems

6. Crafting Analysis

This session explores ways in which policy analysts can craft analysis in ways which add value to decision-makers and citizens.

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

7. 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

8. Relationships between Ministers and Advisers

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

Reading:

*A. Tiernan (2007) 'New actors, new politics, new problems' in *Power Without Responsibility: Ministerial Staffers in Australian Governments from Whitlam to Howard*. UNSW Press, Sydney.

*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.

9. 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 (2002) Wicked Problems and Network Approaches to Resolution, *International Public Management Review*, pp. 1-19

10. Policy Implementation

This session examines policy implementation and its role in the policy development process.

Reading:

 *Case Study: New Zealand's Meningococcal Vaccine Strategy (A)

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

11. Strategic Thinking and the Art of Strategic Conversation

Reading:

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

12. 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

*C. Scott (2005) Value-Adding Policy Analysis and Advice: New Roles and Skills
   for the Public Sector, *Policy Quarterly* 1(3): 10-15.

13. Building Policy Capability

This session considers the challenges of building policy capability in public
service organisations. It explores linkages between the policy and
management systems, and possible strategies for enhancing individual
and organisational performance at policy advisory work.

Reading:

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

Syndicates

All syndicates will comprise 5-7 students and each syndicate will be
assigned a particular topic prior to the intensive. Syndicate groups will
meet together to work on their project during the intensive and will make a
presentation on Wednesday afternoon. The presentation will portray a
systems view of their assigned policy topic and an associated outcomes
matrix of policy options and criteria.

Attendance Requirements

Full attendance by participants is expected for all EMPA subjects. Where absence is unavoidable, notification of such both to the subject leader and to Alyson Skinner, ANZSOG Student Administrator as soon as possible is required.

If a student is absent for more than 20% of class contact time for a subject, the student will be asked to complete additional assessment to covered missed work, In some circumstances, the student may be required to repeat the subject, including all assessable work. Should this occur, the result may be recorded as a fail at the student's university and the student would then be liable for payment of the repeat subject.

Assessment Guidelines

Under ANZSOG policy, grades will be moderated to a common mean in order to establish consistency across locations.

Assignments should be typed or neatly presented and submitted directly to ANZSOG by c.o.b. on the date due. Submit your assignments at assignment@anzsog.edu.au. You will receive confirmation of receipt within a day of submission.

Non-completion / late submission of assessment

All assessable work is compulsory and completion of all components of assessment is required to pass the subject. If, because of illness, a participant is unable to complete work or complete the exam at the scheduled time, a medical certificate must be produced. Other exceptional circumstances (eg bereavement, highly abnormal work obligations) affecting capacity to complete assessment should be discussed with the lecturer and separate or make-up assessment may need to be substituted to achieve the same learning outcomes. Supporting attestation, for example a work supervisor's written explanation, may be required. Penalties will apply where no adequate exception is established.   Refer below for procedure.

Timely completion of assessable work is also expected. A penalty of 5% of the total mark for an item of assessment will be applied for each day late unless waiver for good reason is arranged with the subject leader beforehand. The ANZSOG Student Guide, given to all students, states,

> Extensions are normally granted only for medical or other serious reasons. Work related reasons are not normally accepted, as all students are required to balance hectic work schedules and are advised at the commencement of each subject of assessment requirements.

Applications for exception or extensions must be made before the due date. Students should complete the EMPA application for assessment extension form that can be found on the ANZSOG website and email it to Alyson Skinner, the Student Administrator (a.skinner@anzsog.edu.au) who will consult the Subject Leader and the student will be contacted about any decision reached.

Word limits

Please record the word count on the front of your essay. Note that text in excess of any stipulated word length will be ignored by the instructor. Word count does not include footnotes, references or appendices, but excessive use of supplementary material in turn may be penalised.

Referencing

In all assessable work, full acknowledgement of sources used is required - both for general referencing and for quotation. This includes acknowledgement of any internal documents or web sources relied upon. Where extracts are used directly these must be quoted and cited, where ideas are relied upon more broadly referencing is still needed. Please include a full reference list at the end of the assignment, listing in alphabetical order all references cited in the assignment, and in a standard format. The Harvard citation style is preferred and can be found at http://ilp.anu.edu.au/citations/harvard/harvard.pdf alternatively as a guide for adopting a style for your references, choose a style adopted from one of the articles listed in the Reading Pack and follow that.

Plagiarism

Plagiarism remains unacceptable in any format for the purposes of this subject. Students should be aware that software (eg "Turn-it-in") may be used at the discretion of ANZSOG to review material submitted. Serious penalties may be applied in cases of plagiarism.

Return of marks and Assignments

ANZSOG is aiming at assessment turn-around of 2-3 weeks for the smaller assignment and the syndicate group project. The final individual assignment will not be marked until the completion of the subject in all locations. You could expect the marks for this around mid September.

First individual assignment

Background reading:

- 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, pp 169-91.

Topic: Bardach and Mayer et al each present models of policy analysis and advisory work. How well does each model reflect the approach and practices of policy analysis and advising in Australia (or alternatively, in New Zealand)?

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

Date due: submitted 10.00 am on the first day of the intensive

Marks: 20%

Second individual assignment

Select **one** of the four topics:

1. Drawing on the literature and frameworks presented in DPPP, identify three major problems which contribute 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.

2. Discuss the changing role of the private sector and the community in policy development in your jurisdiction. What are some key drivers which are leading to these changes? Discuss the implications for government and how it goes about policy development work.

3. It is often said that the public sector is suffering from a lack of policy capability and capacity. What are the influences and drivers for these developments and does the evidence support this conclusion? Outline some strategies which will allow public sector advisers to add further value to policy development in your jurisdiction.

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

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

Date due: see below

Marks: 40%

Syndicate Assignment

This assignment will be linked to four different policy areas: priority setting in 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. In doing this you should develop policy options which are quite different in terms of the role(s) of government and the use of various policy tools.

On Wednesday afternoon, each syndicate will present a matrix of options and criteria and discuss their policy issue making use of a systems thinking and/or intervention logic approach. Syndicate presentations should be a maximum of 15 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 the policy thinking further and also consider whether making use of the 'integrated' approach may have changed the analysis of this issue.

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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 and class participation, 30% for written assignment

Due Dates for Assessments

Canberra (11-15 June)

Task	Length	Marks	Due date
First individual assignment	1000 words	20%	11 June
Syndicate assignment (2 parts): • Presentation • Written report	(15 mins + questions) 4000 words	10% 30%	13 June 16 July
Second individual assignment	2000 words	40%	6 August

Wellington (18-22 June)

Task	Length	Marks	Due date
First individual assignment	1000 words	20%	18 June
Syndicate assignment (2 parts): • Presentation • Written report	(15 mins + questions) 4000 words	10% 30%	20 June 23 July
Second individual assignment	2000 words	40%	13 August

Brisbane (2-6 July)

Task	Length	Marks	Due date
First individual assignment	1000 words	20%	2 July
Syndicate assignment (2 parts): • Presentation • Written report	(15 mins + questions) 4000 words	10% 30%	4 July 6 August
Second individual assignment	2000 words	40%	27 August

Following the intensive, assessment tasks should be submitted to ANZSOG by email attachment to assignment@anzsog.edu.au.   Please ensure the cover sheet is included **within** the document.