

**School of Government**

**MAPP 525**  
**POLICY ANALYSIS AND ADVISING**  
(15 Points)

**Trimester One 2008**

**COURSE OUTLINE**

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**Contact Details**

**Course Coordinator:** **Professor Claudia Scott**  
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**Module Dates, Times and Locations**

**Module One:** Tuesday 19 February 2008 8.30am – 6.00pm

**Module Two:** Tuesday 15 April 2008 8.30am – 6.00pm

**Module Three:** Tuesday 3 June 2008 8.30am – 6.00pm

**Locations:** Classes will be held on the Pipitea Campus of Victoria University and you will be advised of your classroom one week prior to each module by email.

## **Course Objectives**

This course examines critically how policy analysts apply different methods, theories, and substantive knowledge to problems and opportunities, and support economic, social, environmental and cultural outcomes in different contexts. The course considers the role of analysts and advisers and the value they create by providing information and analysis to support 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 theories and methods, and designing practices to suit specific contexts; and
- Demonstrate skills in analytic reasoning and communication.

## **Course Content**

New Zealand’s democratic Westminster traditions require public sector 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 a government’s policy preferences, existing policy commitments and international best practice.

The course provides an overview of policy analysis and advising as activities in the New Zealand context. It reviews the academic and practitioner literatures and various policy analysis frameworks which underpin quality policy analysis and advice. Attention is given to the positioning and comparative advantage which public sector analysts and advisers can bring to their role. The course addresses the challenges faced by governments to build policy capability – including strategies for enhancing the knowledge, skills, competencies and attitudes of policy analysts and advisers.

Professor Scott is subject leader of the core policy offering “Designing Public Policy and Programmes” for the Australia and New Zealand School of Government (ANZSOG). She and her colleague, Dr Karen Baehler, have developed an integrated policy model for use in New Zealand and Australia. The model will feature in a book, co-authored by Claudia Scott and Karen Baehler, called *Value-Adding Policy Analysis and Advice*, which is being published by the University of New South Wales Press.

## **Learning Commitment**

The learning objectives set for each course are demanding and, to achieve them, candidates must make a significant commitment in time and effort to reading, studying, thinking, and completion of assessment items outside of contact time. Courses vary in design but all require preparation and learning before the first module. Regular learning is necessary between modules (students who leave everything to the last moment rarely achieve at a high

level). Expressed in input terms, the time commitment required usually translates to 65-95 hours (excluding class contact time) per course.

## **Group Work**

Students will engage in group discussion and work during the course; however assessments in the course will be based on individual assignments.

## **Readings**

Participants in this course are supplied with a 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 (the following topics and readings will not necessarily be covered in this order, nor appear in this order in the course readings).

### **1. Introduction to Policy**

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

\* D. Weimer & A. Vining (1999) *Policy Analysis: Concepts and Practice*, chapters 1 & 2

\* D. Howlett and M. Ramesh (2003) ‘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. Models and Frameworks for Policy Analysis: Cycles, Hexagons & the Integrated Model**

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

\* Mayer, I. E. Van Daalen, E, and P. Bots (2004) Perspectives on Policy analysis: A Framework for Understanding and Design, *Journal of Technology, Policy and Management*, Vo. 2, No. 2, pp. 169-191

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

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

3 examples of IVL models

\* 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](http://www.systems-thinking.org/arch/arch.htm)

#### **4. The Context for Policy Advising in New Zealand**

\* Scott, C. (2003) 'Policy Analysis and Policy Styles in New Zealand Central Agencies', paper for the Public Policy Network Conference

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

Eichbaum, C. and R. Shaw, 'A Third Force? Ministerial Advisers in the Executive', *Public Sector*, 26(3), pp 7-13

#### **5. The Role of Government, Ideology and Framing Policy**

\* 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* (2<sup>nd</sup> edition). Palgrave

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

Parsons, W. (1995) Varieties of analytical Frameworks in *Public Policy: An Introduction to the Theory and Practice of Policy Analysis*, Edward Elgar

Maori Potential, Pacific Island Gender Frameworks – see [www.tpk.govt.nz](http://www.tpk.govt.nz); [www.minpac.govt.nz](http://www.minpac.govt.nz); [www.mwa.govt.nz](http://www.mwa.govt.nz)

#### **6. Case Studies**

New Bedford Harbour

A Towering Dilemma

#### **7. Matching Problems and Solutions**

\* Frameworks for Problem definition (3 pages)

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

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

## **8. Defining Options, Selecting Criteria and Projecting Outcomes**

Tables 10.1, 10.2 and 11.1

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

## **9. Policy implementation**

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

## **10. Policy evaluation**

\* 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

## **11. Smart Practices**

\* 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

\* Dealing with Wicked Issues:

[www.apsc.gov.au/publications07/wickedproblems.htm](http://www.apsc.gov.au/publications07/wickedproblems.htm)

\* Ministerial Advisory Committee Report:

[www.apsc.gov.au/mac/connectingsummary.htm](http://www.apsc.gov.au/mac/connectingsummary.htm)

[www.apsc.gov.au/mac/connectingguide.htm](http://www.apsc.gov.au/mac/connectingguide.htm)

Consultation practices and stakeholder management: [www.iap2.org](http://www.iap2.org)

## **12. Value-Adding Policy Advice**

\* 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*, vol. 3, no. 3, pp 10-15

SSC (1999) 'Essential Ingredients: improving the Quality of Policy Advice'  
Occasional Paper # 9, Wellington.  
[www.ssc.govt.nz/display/document.asp?docid=2910](http://www.ssc.govt.nz/display/document.asp?docid=2910)

### **13. Enhancing Policy Capability and Performance**

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

### **Materials and Equipment**

No special materials and equipment will be required.

### **Assessment Requirements**

#### Assignment 1: Problem/Opportunity Scoping

You will be assigned a specific problem/opportunity to scope. Identify key actors and institutions which shape the policy domain you are studying; explore the use of systems diagrams, intervention logic or other policy tools to aid your understanding of the problem/opportunity and its context.

**Length:** Maximum 1,500 words (exclusive of references)  
**Date due:** Tuesday 18 March 2008  
**Marks:** 30%

#### Assignment 2: Policy Analysis Task

You have been asked to provide new perspectives on an existing policy issue. Undertake research to assist you to develop some new approaches (drawing from local and international evidence) for consideration. Identify criteria for evaluation, and construct a Bardach matrix and if possible some contingent 'if-then' recommendations.

**Length:** Maximum 2,500 words (exclusive of references)  
**Date due:** Monday 26 May 2008  
**Marks:** 40%

#### Assignment 3: Reflective Essay

This essay invites participants to reflect on the learnings of the course and their application to policy developments in New Zealand or in another country with which you are familiar.

**Length:** Maximum 1,200 words (exclusive of references)  
**Due date:** Tuesday 10 June 2008  
**Marks:** 30%

Please submit **ALL** assignments **BY EMAIL** (as a Microsoft Word attachment) to [francine.mcgee@vuw.ac.nz](mailto:francine.mcgee@vuw.ac.nz)

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

## **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 may be deducted where assignments are submitted after the due date. 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 a piece of written work or from attending class to make a presentation, 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 Coordinator know as soon as possible in advance of the deadline if you are seeking an extension.

## **Mandatory Course Requirements**

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

1. Submit all assignments by the due date;
2. Attend all contact sessions of the course.

## **Communication of Additional Information**

Additional information or information on changes will be conveyed to students by email.

## **Withdrawal Dates**

Students giving notice of withdrawal from this course after **Monday 3 March 2008** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Friday 30 May 2008** are regarded as having failed the course, unless the Associate Dean subsequently gives approval to withdraw.

## **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 on the ground floor (EA 005). This counter is the first point of contact for:

- 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.

## **Notice of Turnitin Use**

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine [www.turnitin.com](http://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 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.

## **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 or go to [www.victoria.ac.nz/home/about/policy/students.aspx](http://www.victoria.ac.nz/home/about/policy/students.aspx)

For information on the following topics, go to the Faculty's website [www.victoria.ac.nz/fca](http://www.victoria.ac.nz/fca) under Important Information for Students:



- Academic Grievances
- Academic Integrity and Plagiarism
- Student and Staff Conduct
- Meeting the Needs of Students with Impairments
- Student Support

## **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](mailto:manaaki-pihipihinga-programme@vuw.ac.nz) or telephone (04) 463 6015. To contact the Pacific Support Coordinator, email [pacific-support-coord@vuw.ac.nz](mailto:pacific-support-coord@vuw.ac.nz) or telephone (04) 463 5842.