

**School of Government**

**MAPP 525**  
**POLICY ANALYSIS AND ADVISING**  
**(MINISTRY OF TRANSPORT)**  
**(15 Points)**

**Trimester 1 / 2009**

**COURSE OUTLINE**

---

**Names and Contact Details**

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

**Academic Administrator:**      **Raewyn Baigent**  
Victoria University of Wellington  
Room RH 821A, Level 8, Rutherford House, Pipitea Campus  
Telephone: (04) 463 5453  
Email: [raewyn.baigent@vuw.ac.nz](mailto:raewyn.baigent@vuw.ac.nz)

**MoT Administrator:**      **Bethan Connell-Williams**  
Ministry of Transport  
Novell House, 89 The Terrace, Wellington  
Telephone: (04) 978 1289  
Fax: (04) 494 6259  
Email: [b.connell-williams@transport.govt.nz](mailto:b.connell-williams@transport.govt.nz)

**School of Government Office Hours:**      8.30am to 5.00pm, Monday to Friday

**Trimester Dates**

Monday 2 March to Wednesday 1 July 2009

## **Class Times and Room Numbers**

<b>Dates:</b>	Monday 23 to Thursday 26 March 2009 (inclusive)
<b>Times:</b>	9.00am – 6.00pm, Monday 23 – Wednesday 25 March 2009 9.00am – 12.00pm noon, Thursday 26 March 2009
<b>Locations:</b>	Conference Room, 6 <sup>th</sup> Floor, Ministry of Transport, 89 The Terrace, Wellington

## **Withdrawal Dates**

Students giving notice of withdrawal from this course after **Tuesday 24 March 2009** will NOT receive a refund of fees.

Students giving notice of withdrawal from this course after **Tuesday 26 May 2009** are regarded as having failed the course, unless the Associate Dean subsequently gives approval to withdraw.

Notice of withdrawal must be in writing / emailed to the Masters Administrator at the School of Government ([sog-masters@vuw.ac.nz](mailto:sog-masters@vuw.ac.nz)). Ceasing to attend or verbally advising a member of staff will NOT be accepted as a notice of withdrawal.

## **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 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 advisers working in New Zealand government ministries and departments must balance the need to be responsive to the policy priorities and preferences of current councils, while 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 analyse complex policy issues and develop and assess options to assist informed decision making.

## **Course Learning 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 policy advisers and analysts and provides an overview of academic and practitioner literatures. Emphasis is given to different policy analysis frameworks - including Professor Eugene Bardach’s 8-step path to successful problem solving and the Mayer, van Daalen & Bots ‘hexagon’ approach to analysis and advising. Doing this requires an understanding of the appropriateness and suitability of processes, instruments and interventions in relation to different issues and contexts.

The dimensions of quality policy advice are considered, including the issue of how analysts and policy organisations create advice that is ‘fit for purpose’, transformational, and adds value for decision makers and citizens. Participants will reflect on the comparative advantage which analysts and advisers can bring to their role, and the knowledge, skills, capabilities and judgment required to enhance public sector advisory capability and performance.

### **Expected Workload**

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. You will need to devote considerable time to preparation before the start of the course. Note that your first assessment is due two days before the start of the course.

Those who opt for professional development (without assessment) are still required to read the course materials and participate in all of the activities.

**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 engage in group discussion and syndicate work during the course; however assessments in the course will be based on individual assignments, with the exception of the group syndicate project which is worth 10%.

### **Readings**

Participants are supplied with a full set of readings, which is supplemented by further materials distributed during 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.

## **1. Introduction to Policy**

\* 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**

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**

\* 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, pp. 41-66 (skim)

\* Woolcock, Michael (2001) ‘Social Capital’ ISUMA, pp. 11-17

\* Treaty, Pacific Island and 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)

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

\* 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 Harbor

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

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

## **6. Matching Problems and Solutions**

\* Frameworks for Problem Definition (3 pp)

\* 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 only)

\* Tables: Matching Policy Instruments to Policy Problems

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

\* '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?**

\* 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 (skim)

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

\* 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

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

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

\* 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

\* 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 the course; however, this is not a mandatory requirement.

## Assessment Requirements

Assessment	Due Date	Weight	Guidelines
Essay	No later than 2.00pm, Saturday 21 March 2009	25%	1,000 words maximum
Syndicate Presentation	Wednesday 25 March 2009, in class	10%	15 minutes (maximum) presentation + questions (10 minutes)
Syndicate Report	9.00am, Monday 20 April 2009	30%	3,000 words maximum
Reflections	9.00am, Thursday 30 April 2009	25%	1,500 words maximum
Contribution to discussion	On-going	10%	

Please **submit all three assignments** to [claudia.scott@vuw.ac.nz](mailto:claudia.scott@vuw.ac.nz). Be sure to **keep a copy** of everything that you send. Indicate your document's word length on the cover sheet of each assignment.

**Assessment 1:** Essay (1,000 words) – due no later than 2.00pm on Saturday 21 March 2009 (i.e. two days prior to the start of the course). Please send this assessment electronically to [claudia.scott@vuw.ac.nz](mailto:claudia.scott@vuw.ac.nz).

**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 nature and approaches used to undertake policy analysis in these two papers. Assess the relevance of the frameworks presented to policy practices within the Ministry of Transport.

**Length:** Maximum 1,000 words (exclusive of references), typed on A4, double-spaced, with ample margins

**Date due:** Submitted no later than 2.00pm on Saturday 21 March 2009 (two days before the course).

**Marks:** 25%

**Assessment 2:** Syndicate Project (3,000 words) – due by 9.00am on Monday 20 April 2009

You will be assigned to a syndicate group and topic at the course. 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 develop a set of alternative options, assess them in relation to particular criteria and provide some contingent 'if-then' statements. Following the course, you will select one of these options to investigate in greater detail, drawing on research, information and evidence and project outcomes from this option. Note that each

student will submit only their own 3,000 word analysis on a particular option. You are encouraged to make use of intervention logic, systems diagrams and other tools for exploring this option.

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

**Assessment 3:** Reflective Essay (1,500 words maximum, exclusive of references) – due by 9.00am on Thursday 30 April 2009

This essay gives participants the opportunity to bring together the learnings on the course and to apply them to their policy advisory work at the Ministry of Transport and in other ministries and departments in the New Zealand public sector.

**Marks:** 25%

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

## **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 where assignments are submitted after the due date.

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 dates;
2. Attend all classes/contact sessions of the course.

## **Communication of Additional Information**

Additional information for this course will be provided to all participants 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 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.

## **Use of Turnitin**

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 online 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 mis-referencing, 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.

## **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
- Student and Staff Conduct

- Meeting the Needs of Students with Impairments
- Student Support

## **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 students or staff.*

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

*Note: including the work of others will not be considered plagiarism as long as the work is acknowledged by appropriate referencing.*

Plagiarism is prohibited at Victoria University 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.victoria.ac.nz/home/studying/plagiarism.html](http://www.victoria.ac.nz/home/studying/plagiarism.html)

## **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 University. 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.