

School of Government

PADM 502

DESIGNING PUBLIC POLICIES AND PROGRAMMES
(24 Points)

Trimester 2 / 2009

COURSE OUTLINE

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Trimester Dates

Monday 13 July to Saturday 14 November 2009

Withdrawal Dates

Notice of withdrawal must be in writing / emailed to the Senior Programme Coordinator, School of Government, Victoria University of Wellington. Ceasing to attend or verbally advising a member of staff will NOT be accepted as a notice of withdrawal.

Class Times and Room Numbers, Course Content, Course Learning Objectives, Course Delivery, Expected Workload, Group Work, Readings, Materials and Equipment, Assessment Requirements, Mandatory Course Requirements, Class Attendance, Deadlines and Failure to Meet Due Dates, and Communication of Additional Information

Refer to the subject outline supplied by ANZSOG.

Other Information

For the following important information, follow the links provided:

Academic Integrity and Plagiarism

<http://www.victoria.ac.nz/home/study/plagiarism.aspx>

General University Policies and Statutes

<http://www.victoria.ac.nz/home/about/policy/academic.aspx>

Faculty of Commerce and Administration Offices

<http://www.victoria.ac.nz/fca/studenthelp/Contactus.aspx>

Manaaki Pihipihinga Programme

http://www.victoria.ac.nz/st_services/mentoring/



Subject Outline

Subject overview

Designing public policies and programs 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 evidence and experiences.

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 will 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 analytically sound and professional policy advice which is frank and fearless.

The course builds on and extends existing models and approaches to policy analysis and advisory work, including Professor Eugene Bardach's 8-step path to successful problem solving, the Althaus, Bridgman and Davis policy cycle model, and the Mayer, van Daalen and Bots policy hexagon approach. An integrative approach is put forward which brings together positive and normative dimensions of policy work and links government policy activities to the wider policy system. The course explores various approaches for designing and assessing policy options for simple and more complex issues.

The concept of value-adding policy analysis and advising is considered, including strategies for enhancing policy capability and performance.

The subject is taught as a one week intensive in three centres:
Wellington (15-19 June), Brisbane (22-26 June) and Adelaide (6-10 July).

Learning outcomes

Students completing this subject will:

- Learn about different concepts, theories and models of policy analysis and advising, and their usefulness for policy practice;
- Develop a better understanding of policy systems in Australia and New Zealand and their strengths and weaknesses;
- Explore different approaches to framing issues and designing policy options – drawing on various policy tools, methods and smart practices;
- Examine some contemporary policy issues and how various approaches can be applied to the analysis of simple (tame) and complex (wicked) issues;
- Consider the concept of ‘quality’ and ‘value’ in policy analysis and advising, including strategies for enhancing performance and capability of the policy system.

Plan for the one week intensive

The course provides students with knowledge and insights about value-adding policy analysis and advice. Project teams have ‘hands on’ experience working on a policy issue and deliver progress reports on Tuesday and Thursdays. The course design facilitates opportunities for shared learning and networking.

During the week, students are encouraged to engage in “critical” reflection. This involves 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 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 will be done by the Subject Leader, Professor Claudia Scott, drawing on the expertise of academics and practitioners from member jurisdictions of ANZSOG. Claudia is collaborating with her colleague, Dr Karen Baehler of Victoria University of Wellington, 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 late 2009. Further information on the Faculty will be provided at the intensive.

The cohort will participate in whole group activities as well as project teams and syndicate groups. Different teaching formats will be used 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 required and recommended 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.

- Required reading for the course, including on the four topics which will underpin the project work. Recommended and additional readings will be placed on the DPPP e-Learning website.

Pre-reading priorities

You will be assigned to a project team and policy topic area prior to the intensive.

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.

- 1st** The readings which provide useful background on policy analysis and advising and policy systems.
- Howlett, B. and Ramesh, M. (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. **(reading in topic 2)**
 - Bardach, E. (1995) *Policy Analysis: A Handbook for Practice*, Electronic Hallway, Public Service Curriculum Exchange. **(reading in topic 1)**
 - Althaus, C., Bridgman P. and Davis G. (2007) 'The Policy Cycle', in *The Australian Policy Handbook* (4th edn), Crows Nest: Allen & Unwin, pp. 32-42. **(reading in topic 1)**
 - Mayer, I. Van Daalen, and C. Bots, P. (2004) 'Perspectives on Policy analysis: A framework for Understanding and Design', *International Journal of Technology, Policy and Management* 4.2: 169-91. **(reading in topic 1)**
- 2nd** These readings provide you with general background on the topics for the project work **(readings located after topic 12)**
- Craik, J. (2005) 'Dilemmas in Policy Support for the Arts and Cultural Sector' *Australian Journal of Public Administration* 64.4: 6-20.
 - Ham, C. and Honingsbaum, F. (1998) 'Priority Setting and Rationing Health Services', in R. Saltman et al (Eds), *Critical Challenges for Health Care Reform in Europe*, Oxford University Press, pp. 113-134.
 - MacCoun, R., Reuter, P. and Shelling, T. (1996) 'Assessing Alternative Drug Control Regimes', *Journal of Policy Analysis and Management* 15.3: 330-352.
 - Banks, G. (2008) *Industry Policy for a Productive Australia*, Colin Clark Memorial Lecture, Brisbane, 6 August.

Note: some additional readings relating to the project topics will be placed on the DPPP website.

- 3rd** The required readings (those with a *) for each session topic in the order they are enclosed.
- 4th** Recommended readings (those without a * on the course outline), and some additional readings will be placed on the DPPP e-Learning site.

Session topics and readings

1. Policy analysis and advising

*Bardach, E. (1995) *Policy Analysis: A Handbook for Practice*, Electronic Hallway, Public Service Curriculum Exchange.

*Althaus, C., Bridgman P., and Davis G. (2007) 'The Policy Cycle', in *The Australian Policy Handbook* (4th edn), Crows Nest: Allen & Unwin, pp. 32-42.

*Mayer, I. Van Daalen, C. Bots, P. (2004) 'Perspectives on Policy analysis: A framework for Understanding and Design', *International Journal of Technology, Policy and Management* 4.2: 169-91.

*Prasser, S. (2006) *Providing Advice to Government*, 24 pp.

*Weimer, D. and Vining, A. (2005) 'Toward Professional Ethics', *Policy Analysis: Concepts and Practice*, pp.39-53.

2. Understanding policy systems

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

*Howlett, B. and Ramesh, M. (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.

*U.K. Cabinet Office (2007) *The Strategy Survival Guide* (excerpt).

3. Scoping problems and opportunities

*APSC (2007) *Tackling Wicked Problems: A Public Policy Perspective*, p. 1-15 and 23-38.

*Australian Productivity Commission (1999) *Australia's Gambling Industry*, Canberra (summary).

*Baehler, K. (2002) 'Intervention Logic', *Public Sector* 25.3: 14-20

*Brassard, M. and Ritter, D. (1994) 'Affinity Diagram,' and 'Cause & Effect/Fishbone Diagram,' in *The Memory Jogger*, Salem, NH: Goal/QPC.

*Bellinger, G. (2004) 'Archetypes: Interaction Structures of the Universe,' at <http://www.systems-thinking.org/arch/arch.htm>

*Roberts, N. (2000) Wicked Problems and Network Approaches to Resolution, *International Public Management Review* 1.1: 1-19.

*Case study: The Victorian Treasury and the Smelter Reduction Amount (A) 2006-38.1

4. Framing policy issues: The role of government

*Adams, D. and Hess, M. (2001) 'Community in Public Policy: Fad or Foundation?' *Australian Journal of Public Administration* 60.2: 13-23.

*Heywood, A. (2002) 'Political Ideology', chapter 3 in *Politics* (2nd edn), Palgrave.

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

*Kelly, G., Mulgan, G. and Muers, S. (2002) *Creating Public Value: An Analytical Framework for Public Service Reform*, UK Cabinet Office (skim).

*Woolcock, M. (2001) 'The Place of Social Capital in Understanding Social and Economic Outcomes', *Canadian Journal of Policy Research* 2.1: 11-17.

Australia 2020 Summit (2008) *Governance*, 14 p.

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

5. Working in a contested policy environment: Case study – New Bedford Harbor

*Case study: 'New Bedford Harbor' (A).

6. Linking policy problems to policy options and criteria

*Tables: Matching Policy Instruments to Policy Problems.

*Packet of matrices from Weimer and Vining (1999) (on the radio spectrum, traffic congestion in a central business district, and Canadian fisheries).

*Birkland, T. (2005) *An Introduction to the Policy Process*, Armonk: ME Sharpe, pp. 170-77.

*Case study: A voluntary environmental accord for the dairy industry (A) 2004-7

7. Policy implementation

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

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

Department of Premier & Cabinet (2007) Implementation Guide: <http://www.pmc.gov.au>

8. Ministers and their advisers

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

*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 Shaw, R. (2003) 'A Third Force? Ministerial Advisers in the Executive,' *Public Sector* 26.3: 7-13.

9. Consultation, collaboration and public-private partnerships

*Huxham, C. (2003) 'Theorizing Collaboration Practice', *Public Management Review* 5.3: 401-423.

*Quiggin, J. (2004) 'Risk, PPPs and the Public Sector Comparator', *Australian Accounting Review*, July, 14.2: 51-61.

<http://www.apsc.gov.au/mac/connectinggovernment.htm>

Ministerial Advisory Committee Report. Read the summary and quickly skim the good practice guide.

IAP2 (2007) *IAP2 Spectrum of Public Participation* (1 p), see: <http://www.iap2.org> for further information.

WA Department of Premier and Cabinet (2006) *Working Together: Involving Community and Stakeholders in Decision-Making*, executive summary. See www.citizenscape.wa.gov.au for full report and further information.

Goldsmith, S. and Eggers, W. (2004) *Governing by Network: The New Shape of the Public Sector*, Brookings Institution, pp. 3-24.

10. Strategic thinking and conversation

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

11. 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.

*Behm, A., Benington, L. and Cummane, J. (2000) 'A Value-creating Model for Effective Policy Services', *Journal of Management Development* 19.3: 162-78.

12. Building policy capability and performance

This session considers the challenges of building policy capability and performance in public service organisations and in the wider policy system.

*Bochel, H. and Duncan, S. (2007) 'Introduction', in H Bochel and S Duncan (Eds.) *Making Policy in Theory and Practice*, Bristol: The Policy Press, p. 1-20.

*Scott, C. (2008) 'Enhancing Quality and Capability in the Public Sector Advisory System', paper to the IPS Futuremakers Series, Wellington, September.

Lindquist, E. (2001) 'Building Policy Capacity in Government: Evaluating Recruitment Strategies', in *Public Sector*, 24.2: 8-10.

State Services Commission (1999) *High Fliers: Developing High Performing Policy Units*, Occasional Paper No. 22, Wellington: State Services Commission, December.

Project work

All project teams will comprise 5-7 students. Each student will be assigned a particular topic prior to the intensive and this will be the topic for your first assignment. The team will work on their project during the intensive and make presentations on Tuesday and Thursdays. The first presentation will scope this issue and apply some policy tools; the second will present an outcomes matrix of policy options and criteria.

Attendance requirements

You are expected to attend all scheduled sessions as this is important to achieve your learning outcomes and assist you with your assessment tasks. Where absence is unavoidable, notification to the subject leader and the ANZSOG Student Coordinator is required in writing as soon as possible. You will be asked to give reason for your non-attendance. Work commitments will not be an acceptable reason. In the event of an absence of up to 20% of sessions, you will be requested to submit additional assessment in lieu of missed work. If the absence is more than 20% of sessions, you will be required to repeat the subject, including all assessable work. Should this occur, the results may be recorded as a fail at your university and you would then be liable for payment of the repeated subject.

Assessment

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, unless otherwise stated. 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 Linda Losanno, the Student Coordinator (l.losanno@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. 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 (e.g. "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 3 weeks for the first assignment and the group project presentations. The final individual assignment will not be marked until the completion of the subject in all locations. You can expect the marks for this in late September.

First individual assignment

Topic: Scope the policy issue you have been assigned by positioning it within the policy system in which it resides. Comment briefly on key actors and institutions, theories, frameworks and criteria which help to explain diverse views about the role of government and public policy options.

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

Date due: Submitted 9:30 am on the first day of the intensive

Marks: 20%

Second individual assignment

Select **one** from the following four topics:

1. Drawing on appropriate literature, identify three major problems which contribute to poor performance in policy 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 the strengths and weaknesses of different approaches.

2. Briefly outline broad trends in public private partnerships in your jurisdiction, providing one example where a partnership approaches has been successful and another where it has not. Comment on the potential for further public private partnership arrangements to enhance public sector performance and public value.

3. It is often said that the public sector is suffering from a lack of policy capability. Does the evidence support this conclusion? Identify two capabilities which are critical to enhance policy performance in your jurisdiction. Outline how this capability could be improved, and the expected outcomes you hope to achieve.

4. Present 4-5 critical reflections from this course, drawing on the readings, course experiences and your own insights and experiences.

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

Date due: See “due dates for assessments” table below

Marks: 40%

Group project 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 topic and will undertake some research on it for assignment 1. They will receive further advice during the module about narrowing down the topic area for purposes of analysis.

The context for the assignment is that policy advisers and analysts have been asked to prepare a briefing paper which offers some fresh new approaches for this policy area. Decisionmakers are keen to explore some new options with respect to the role(s) of government and the private and community sectors.

On Tuesday, each project team will present its initial work on scoping the issue, making use of some policy tools. Project presentations will be 5-7 minutes, to allow time for questions and comment from other participants. On Thursday, project teams will report on their progress in developing a set of policy options and criteria in the form of an outcomes matrix, and respond to questions from other participants.

Recognising that more information and research is needed to complete the analysis, a 4000 word written report will be submitted as the second part of the project assignment, to develop the policy thinking further.

You are encouraged to design and present a robust analysis to help decisionmakers make choices and understand trade-offs including contingent, "if-then" recommendations. The final major report may or may not recommend a particular course of action as preferred to all others.

Length: Maximum 4000 words, typed on A4, double-spaced

Date due: See "due dates for assessments" table below

Marks: Project presentation one (5%); presentation two (10%); written assignment (25%).

Due Dates for Assessments

Wellington (15-19 June)

Task	Length	Marks	Due date
First individual assignment	1000 words	20%	15 June
Project assignment (2 parts)			
• Two presentations	(7/15 mins + questions)	15%	16 & 18 June
• Written report	4000 words	25%	20 July
Second individual assignment	2000 words	40%	10 August

Brisbane (22-26 June)

Task	Length	Marks	Due date
First individual assignment	1000 words	20%	22 June
Project assignment (2 parts)			
• Two presentations	(7/15 mins + questions)	15%	23 & 25 June
• Written report	4000 words	25%	27 July
Second individual assignment	2000 words	40%	17 August

Adelaide (6-10 July)

Task	Length	Marks	Due date
First individual assignment	1000 words	20%	6 July
Project assignment (2 parts)			
• Two presentations	(7/15 mins + questions)	15%	7 & 9 July
• Written report	4000 words	25%	10 August
Second individual assignment	2000 words	40%	31 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.