

School of Government

MAPP 525
POLICY ANALYSIS AND ADVISING
(15 Points)

Trimester Three / 2011

COURSE OUTLINE

Names and Contact Details

**Course Coordinator
and Lecturer:**

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

Other Presenters:

The course will include experienced policy practitioners from central and local government.

Administrator:

Darren Morgan
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School Office Hours:

8.30am to 5.00pm, Monday to Friday

Course Delivery, Class Times and Room Numbers

This course is delivered in an intensive format, taught over four consecutive days.

Dates:

Monday 21 – Thursday 24 November 2011 (inclusive)

Times:

9.00am – 5.00pm, Monday 21 – Wednesday 23 November 2011
9.00am – 12.00 noon, Thursday 24 November 2011

Location:

Room RWW 501, Level 5, Railway West Wing, Pipitea Campus

Attendance is required for all four teaching days

Trimester Dates

From Monday 24 October to Tuesday 20 December 2011

Withdrawal from Course

Notice of withdrawal must be in writing / emailed to the Administrator. Ceasing to attend or verbally advising a member of staff will NOT be accepted as a notice of withdrawal.

1. Your fees will be refunded if you withdraw from this course on or before **Monday 21 November 2011**.
2. The last date for withdrawal from this course is the three-quarter point of the teaching period, i.e. **Wednesday 23 November 2011**. After this date, students forced to withdraw by circumstances beyond their control must apply for permission on an '*Application for Associate Dean's Permission to Withdraw Late*' including supporting documentation. The application form is available from either of the Faculty's Student Customer Service Desks.

Course Content

This course provides an overview of policy analysis and advising in the New Zealand context, drawing on models, theories and practices used locally and in other countries. It reviews the academic and practitioner literatures and various policy analysis frameworks which underpin quality policy analysis and advice. 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.

Consideration is given to some of the challenges of building policy capability, innovation and leadership in the public sector and lifting the overall performance of the policy system. Attention is given to the positioning and comparative advantage which public sector analysts and advisers can bring to their role, having regard for the changing policy environment and the influences of other actors and institutions on policy design and policy outcomes.

Key Topics:

Coverage of the topics in the course will be enhanced through presentations from experienced practitioners, policy workshops, analysis and discussion of case studies, group project work and project presentations.

1. Introduction to Policy Analysis and Advising

This session looks briefly at policy analysis and advising as activities and the context in which they take place in the New Zealand public sector.

Required Reading:

- Scott, C. and K. Baehler (2010). Chapter 1 “All about policy” in *Adding Value to Policy Analysis and Advice*. Sydney, University of New South Wales Press.
- New Zealand Review of Expenditure on Policy Advice (summary).

Recommended Reading:

- Improving the Quality and Value of Policy Advice: Findings of the Committee Appointed by the Government to Review Expenditure on Policy Advice, Released 28 April 2011, www.treasury.govt.nz/statesector/policyexpenditurereview
- Weimer, D. and A. Vining (2004), *Policy Analysis: concepts and practice*, chapter 2.

2. Policy Models, Systems and Environments

This session looks at some models which have been developed to describe policy systems and environments with attention to similarities and differences in approaches used across different country contexts.

Required Reading:

- Scott, C. and K. Baehler (2010) Chapter 2 “Understanding Policy Systems and Environments”, in *Adding Value to Policy Analysis and Advice*. Sydney, University of New South Wales Press.

Recommended Reading:

- Bardach, E. (1995) *Policy Analysis: A Handbook for Practice*, Electronic Hallway.
- Mayer, I., C. E. van Daalen and P. Bots (2004) “Perspectives on Policy Analyses: A Framework for Understanding and Design,” *Journal of Technology, Policy and Management*, 4(2): pp. 169 – 191.
- Althaus, C., Bridgman P., and Davis G. (2007) ‘The Policy Cycle’, in *The Australian Policy Handbook* (4th edn), Crows Nest: Allen & Unwin, p. 32-42.
- APSC (2007) *Tackling Wicked Problems: A Public Policy Perspective*, p. 1-15 and 23-38.
- Rhodes, R., Wanna, J. and Weller, P. (2008) “Reinventing Westminster: How public executives reframe their world”, *Policy & Politics* 35.4: 461-79.

3. Scoping Policy Issues: Policy Tools and Practices

This session discusses some techniques which can be useful when scoping issues, and defining problems and opportunities. It looks at ways to consider issues in a wider systems context.

Required Reading:

- Scott, C. & K. Baehler (2010) chapter 4, ‘Putting the Fundamentals into Play’, pp. 155-88, in *Adding Value to Policy Analysis and Advice*. Sydney, University of New South Wales Press.
- Baehler, K. (2002) “Intervention Logic,” *Public Sector*, 25(3): 14 – 20.

- www.iap2.org Consultation and engagement.
- Case Study: ‘The Towering Dilemma’

4. **The Role of Concepts, Principles and Frameworks in Policy Practice**

This session examines some concepts, principles and frameworks which can be used to define problems and design policy options. Some examples are: market and government failure, social capital, public value, Treaty, and gender analysis.

Required Reading:

- Scott, C. and K. Baehler (2010) Chapter 3 ‘Fundamentals’ pp. 87-122 in *Adding Value to Policy Analysis and Advice*. Sydney. University of New South Wales Press.
- Te Puni Kokiri’s Policy Framework www.tpk.govt.nz
- Ministry of Women’s Affairs Guide to Gender Analysis www.mwa.govt.nz

Recommended Reading:

- Ledbury, M. et al (2006) *Understanding Policy Options*, London, Home Office.
- Woolcock, M. (2001) “The Place of Social Capital in Understanding Social and Economic Outcomes”, *Canadian Journal of Policy Research* 2.1: 11-17.

5. **Values and Impacts: Selecting Policy Instruments and Criteria**

Values are central to all public policy problems and issues and to designing options involving governments and the private and community sectors. This session considers how to identify and engage with the values and impacts which surrounding policy issues including how advisers deal with the diverse views of individuals, decision-makers and other stakeholder groups.

Required Reading:

- Scott, C. and K. Baehler (2010) Chapter 3 ‘Fundamentals’ pp.122-138 in *Adding Value to Policy Analysis and Advice*, Sydney, University of New South Wales Press.
- Thomas A. Birkland (2001). *An Introduction to the Policy Process: Theories, Concepts and Models of Policy Making*, Chapter 7 “Policy design and policy tools”.

6. **Exploring Options and Policy Choices: the Outcomes Matrix**

Advisers in the Westminster tradition proffer advice to both current and future governments. Key skills they require are to design and evaluate different options and to identify their strengths and weaknesses. This session looks at the role of an outcomes matrix and the forming of contingent (if-then) recommendations.

Required Reading:

- Scott, C. and K. Baehler (2010). Chapter 4 “Putting the Fundamentals into Play” pp. 140-155”, *Adding Value to Policy Analysis and Advice*. Sydney. University of New South Wales Press.

7. **Crafting Policy Advice: New Roles and Skills?**

This session considers the knowledge, skills and competencies which are needed to craft policy options which are fit for purpose. It examines the Scott-Baehler policy hexagon and the selection of tools and approaches which are useful when undertaking simple and complex problems.

Required Reading:

- Scott, C. and K. Baehler (2010). Chapter 5 “Crafting”, pp. 190-228 in *Adding Value to Policy Analysis and Advice*. Sydney. University of New South Wales Press.
- Huxham, C. (2003) ‘Theorizing Collaboration Practice,’ *Public Management Review* 5(3), pp. 401-423.
- Musso et al (2000) “Tradecraft: Professional Writing as Problem-Solving,” *Journal of Policy Analysis and Management* 19(4): pp. 635-646.

8. **Enhancing Policy Capability and Performance**

This session look at ways to enhance capability and performance by individuals, organisations and the policy system as a whole. It considers priority areas for skills development and wider strategies to enhance policy performance and better policy outcomes. It draws on various reviews in New Zealand, Australia, the UK and further afield in terms of strategies for getting a higher performing policy system.

Required Reading:

- Scott, C. and K. Baehler (2010). Chapter 6 “Improving the performance of the policy advisory system”, pp. 230-249 in *Adding Value to Policy Analysis and Advice*. Sydney, University of New South Wales Press.

Course Learning 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:

- (1) Understand the various ways policy analysts frame their tasks, the main characteristics of their practices, and various standards of ‘good’ practice;
- (2) 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
- (3) Demonstrate skills in analytic reasoning and communication.

Expected Workload

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 day of the course and regular learning is also necessary (students who leave everything to the last moment rarely achieve at a high level).

Expressed in input terms, on average, the time commitment required usually translates to approximately 150 hours (including class times) for a 15-point course.

Readings

The textbook for this course is **C. Scott and K. Baehler (2010), *Adding Value to Policy Analysis and Advice*, Sydney, University of New South Wales Press**. The book can be purchased at VicBooks, the university bookshop (www.vicbooks.co.nz) for approximately \$71.00.

Apart from the textbook, required and recommended readings will be posted on Blackboard.

Blackboard is Victoria University's online environment that supports teaching and learning by making course information, materials and other learning activities available via the internet through the myVictoria student web portal.

To access the Blackboard site for this course:

1. Open a web browser and go to www.myvictoria.ac.nz .
2. Log into myVictoria using your ITS Username (on your Confirmation of Study) and password (if you've never used the Victoria University computer facilities before, your initial password is your student ID number, on your Confirmation of Study, Fees Assessment or student ID card – you may be asked to change it when you log in for the first time).
3. Once you've logged into myVictoria, select Blackboard (from the options along the top of the page) to go to your Blackboard homepage.
4. The "My Courses" section displays the courses you have access to – select the appropriate link to access the course-specific Blackboard site. Please note that only courses that are actually using Blackboard and have been made available to students by their respective course coordinator will be displayed.

You are recommended to ensure that your computer access to Victoria University's computer facilities, such as myVictoria and Blackboard, is working BEFORE your course starts. If you have any problems, you should contact the ITS Helpdesk on (04) 463 5050 or its-service@vuw.ac.nz , or visit the Helpdesk on level 2 of the Railway West Wing, Pipitea Campus. See www.victoria.ac.nz/its/student-services/ for more information.

Assessment Requirements

The course will require various assessments as outlined in the table below:

Assessments	Weight	Due Date	Maximum word length
1. Essay	30%	6.00pm, Saturday 19 November 2011	1,500 words
2. Project Team Presentation	15%	Thursday 24 November 2011	15 minutes (maximum) plus Q & A
3. Project Report	45%	Tuesday 20 December 2011	3,000 words
4. Class Participation	10%	Monday 21 – Thursday 24 November 2011	N/A

1. Essay (30%), 1,500 words maximum = due no later than 6.00pm, Saturday 19 November 2011.

Please submit by email to claudia.scott@vuw.ac.nz and bring a hard copy of the essay to the course. Note: You may wish to consult some of the recommended reading in topic 2, depending on the particular question you select for this essay.

Choose **ONE** of the following three questions:

- a) Discuss the role of advisers and analysts in developing policy in New Zealand (or in another country with which you are familiar). Identify some recent changes which have altered the environment and/or role(s) of policy analysts and advisers in the public sector relative to decision-makers, citizens and other influential policy actors and institutions. Note: You may narrow this question to consider policy development within a particular organisation/agency or sector.

OR

- b) Compare two models of policy development (from Althaus, Bridgman and Davis; Bardach; Mayer, van Daalen and Bots; or a New Zealand model) in terms of their relative emphasis on:
- (i) outcomes;
 - (ii) citizen engagement; and
 - (iii) the analytical and political dimensions of policy development.

OR

- c) Select one model (from Althaus, Bridgman and Davis, Bardach and Mayer, van Daalen and Bots). Briefly describe key features which reflect the country context in which the model was designed. List specific strengths and weaknesses of the model for undertaking policy analysis and advisory work in the New Zealand context (or in another country with which you are familiar).

2. **Project Team Presentation (15%), 15 minutes (maximum) plus Q & A. Thursday 24 November 2011 (the last day of the course)**
3. **Project Report (45%), 3,000 words maximum and due no later than Tuesday 20 December 2011**

Individuals will be assigned to groups and to particular project topics. Small Group Project Teams will be formed to work on specific policy topic areas and experiment with the use of different policy tools and techniques to scope and frame the issues, design options and identify relevant criteria to form the basis of an outcomes matrix. Project Teams will make a presentation of their findings on Thursday morning (24 November 2011). Following the classes, individuals will prepare a report on some specific aspects of the project for assessment. Project team participants will share the mark received on the group team presentation, but project reports will be prepared by each individual student.

There is no final exam for this course.

General Notes for Assignments

Note that ALL assignments are to be submitted to claudia.scott@vuw.ac.nz by email attachment. **The word count must be noted on the cover sheet.** Extension may only be granted to those who meet the University's aegrotat rules, viz. medical certificate or personal bereavement, or critical personal circumstances involving the health of a close relative, or exceptional circumstances beyond the student's control.

Quality Assurance Note

Your assessed work may also be used for quality assurance purposes, such as to assess the level of achievement of learning objectives as required for accreditation and audit purposes. The findings may be used to inform changes aimed at improving the quality of FCA programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.

Students should keep a copy of all submitted work.

Class Attendance

Attendance is required for all four teaching days.

If, before enrolment for a course, you are aware that you will not be able to attend for part of a day, you must notify the Director of Master's Programmes when you enrol explaining why you will not be able to attend. The Director of Master's Programmes will consult with the relevant course coordinator. In such circumstances, you may be declined entry into a course.

If you become aware after a course starts that you will be unable to attend a significant part of a day (i.e. more than two hours), you must advise the course coordinator explaining why you will be

unable to attend. The course coordinator may excuse you from attendance and may also require you to complete compensatory work relating to the course content covered during your absence.

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 at the rate of five per cent for every day by which the assignment is late and no assignments will be accepted after five working days beyond the date they are due. For example, if you get 65% for an assignment, but you handed it in on Monday when it was due the previous Friday, you will get a mark of 50%.

If ill-health, family bereavement or other personal circumstances beyond your control 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. You should let your course coordinator know as soon as possible in advance of the deadline (if circumstances permit) if you are seeking an extension. Where an extension is sought, evidence, by way of a medical certificate or similar, may be required by the course coordinator.

Mandatory Course Requirements

You must submit or participate in all pieces of assessment required for this course.

Communication of Additional Information

Additional information will be conveyed to students via email and Blackboard. The Course Coordinator is available to students by email, telephone and to meet by appointment.

NOTE: Information emailed to you via Blackboard can only be sent to your @myvuw.ac.nz email address (the free email address created for you when you enrol and accessed via the myVictoria student web portal). If you want to receive these emails at your preferred email address (e.g. your home or work email address), it is **essential** that you activate your @myvuw.ac.nz email address before the start of the course and you modify the settings so all emails sent to it are automatically forwarded to your preferred email address. Please go to www.victoria.ac.nz/its/student-services/FAQs.aspx#Email_Forward for more information.

You are recommended to ensure that your computer access to Victoria University's computer facilities, such as myVictoria, Blackboard and email, is working BEFORE your course starts. If you have any problems, you should contact the ITS Helpdesk on (04) 463 5050 or its-service@vuw.ac.nz, or visit the Helpdesk on level 2 of the Railway West Wing, Pipitea Campus. See www.victoria.ac.nz/its/student-services/ for more information.

Academic Integrity, Plagiarism, and the Use of Turnitin

Plagiarism is presenting someone else's work as if it were your own, whether you mean to or not.

'Someone else's work' means anything that is not your own idea. Even if it is presented in your own style, you must still acknowledge your sources fully and appropriately. This includes:

- material from books, journals or any other printed source
- the work of other students or staff
- information from the Internet
- software programs and other electronic material
- designs and ideas
- the organisation or structuring of any such material.

Acknowledgement is required for all material in any work submitted for assessment unless it is a 'fact' that is well-known in the context (such as "Wellington is the capital of New Zealand") or your own ideas in your own words. Everything else that derives from one of the sources above and ends up in your work – whether it is directly quoted, paraphrased, or put into a table or figure, needs to be acknowledged with a reference that is sufficient for your reader to locate the original source.

Plagiarism undermines academic integrity simply because it is a form of lying, stealing and mistreating others. Plagiarism involves stealing other people's intellectual property and lying about whose work it is. This is why plagiarism is prohibited at Victoria.

If you are found guilty of plagiarism, you may be penalised under the Statute on Student Conduct. You should be aware of your obligations under the Statute, which can be downloaded from the policy website (www.victoria.ac.nz/home/about/policy/students.aspx). You could fail your course or even be suspended from the University.

Plagiarism is easy to detect. The University has systems in place to identify it.

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine www.turnitin.com. Turnitin is an on-line plagiarism prevention tool which compares submitted work with a very large database of existing material. At the discretion of the Head of School, handwritten work may be copy-typed by the School and subject to checking by Turnitin. 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.

There is guidance available to students on how to avoid plagiarism by way of sound study skills and the proper and consistent use of a recognised referencing system. This guidance may be found at the following website: www.victoria.ac.nz/home/study/plagiarism.aspx.

If in doubt, seek the advice of your course coordinator.

Plagiarism is simply not worth the risk.

For the following important information, follow the links provided

Academic Integrity and Plagiarism

www.victoria.ac.nz/home/study/plagiarism.aspx

General University Policies and Statutes

Find key dates, explanations of grades and other useful information at

www.victoria.ac.nz/home/study

Find out about academic progress and restricted enrolment at

www.victoria.ac.nz/home/study/academic-progress.aspx

The University's statutes and policies are available at www.victoria.ac.nz/home/about/policy , except qualification statutes, which are available via the Calendar webpage at www.victoria.ac.nz/home/study/calendar.aspx (See Section C).

Further information about the University's academic processes can be found on the website of the Assistant Vice-Chancellor (Academic) at

www.victoria.ac.nz/home/about_victoria/avcacademic/default.aspx

AVC (Academic) Website: information including: Conduct, Academic Grievances, Students with Impairments, Student Support

www.victoria.ac.nz/home/about_victoria/avcacademic/Publications.aspx

Faculty of Commerce and Administration Offices

www.victoria.ac.nz/fca/studenthelp/

Te Putahi Atawhai

Maori and Pacific Mentoring Programme

www.victoria.ac.nz/st_services/tpa/index.aspx