

School of Government

**PUBL 201**  
**INTRODUCTION TO PUBLIC POLICY**

Trimester One 2012

**COURSE OUTLINE**

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**Names and Contact Details**

Course Co-ordinator: Professor Jonathan Boston  
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**Trimester Dates**

Teaching Period: Monday 5 March to Friday 8 June  
End of Year Study Period: Monday 11 June to Thursday 14 June  
Examination Period: Friday 15 June to Wednesday 4 July (inclusive)

**Class Times and Room Numbers**

<u>Lecture Timetable:</u>	Tuesday	10.30am – 11.20am	RH LT2
	Friday	10.30am – 11.20am	RH LT2
<u>Tutorial Timetable:</u>	Tuesday	11.30am – 12.20pm	RWW314
	Tuesday	12.40pm – 1.30pm	RHG03
	Wednesday	12.40pm – 1.30pm	RWW125
	Thursday	12.40pm – 1.30pm	GBG07
	Friday	11.30am – 12.20pm	RHG02
	Friday	11.30am – 12.20pm	RWW311
	Friday	12.40pm – 1.30pm	RHG02

Tutorial groups will be arranged in the first lecture. You will be asked to give up to three preferences. Confirmation of your tutorial group will be posted on Blackboard on *Friday 9 March*. Tutorials will begin during the week of *Monday 12 March*. If you have any serious problems about your allocation to a tutorial group, please contact the Course Co-ordinator.

Final Examination: The exam date will be announced sometime in mid-to-late April.

## **Withdrawal from Courses**

Your fees will be refunded if you withdraw from this course on or before 11 March 2011

The standard last date for withdrawal from this course on or before 14 May 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. This application form is available from either of the Faculty's Student Customer Service Desks.

## **Course Content**

The course covers a range of introductory material relating to the study of public policy. In particular, it addresses the following themes and topics:

- The nature of public policy;
- The contribution of various disciplinary frameworks to policy analysis;
- The policy process;
- The scientific and policy issues surrounding climate change;
- The policy issues surrounding ethnicity, cultural diversity and the Treaty of Waitangi; and
- Some key social policy issues.

## **Course Learning Objectives**

*public, adj.*, Of or pertaining to the people as a whole; that belongs to, affects, or concerns the community or nation; common, national, popular.

*policy, n.*, A course of action adopted and pursued by a government, party, ruler, statesman, etc.; any course of action adopted as advantageous or expedient.

*Oxford English Dictionary*

Public policy encompasses everything from building roads in Wellington to providing education and health care services, regulating business activity and influencing world trade talks and climate change negotiations. Although the main subject is the decisions and actions taken by governments (at all levels), many other actors – including international bodies like the UN and the World Bank, businesses, trade unions, community groups, church leaders, website hosts, journalists, celebrity activists, suicide

bombers, computer hackers, etc. – often play key roles in setting policy agendas, formulating and marketing proposals, implementing decisions and stirring public support for and/or indignation about the outcomes. Three big questions motivate much work in the public policy field:

1. How and why do governments choose specific policies at specific times and under specific circumstances?
2. What makes particular policies good or bad?
3. How can policy-making processes and outcomes be improved?

This course will explore questions of this nature, both from the perspective of various theoretical approaches that offer more or less tidy explanations of policymaking behaviour, and through specific case studies of real New Zealand policymaking. Throughout the course, students will be asked to consider to what extent and in what ways the real-world cases are, or are not, consistent with the theoretical approaches.

<b>Course Objectives:</b> By the end of this course, students should be able to:		<b>Major Attributes</b>
1	Describe the defining features of public policy, good policy analysis, and robust policy advice.	MA 1
2	Analyse the influence of qualitative and normative political ideas and philosophies, and of constitutional and political institutions, on public policy.	MA 2, MA 9
3	Explain the contributions, and limits, of quantitative and qualitative methods in policy analysis.	MA 3
4	Describe the key ideas, legacies and contextual factors influencing public policy trends, both globally and locally.	MA 7
5	Explain the main components of the policy-making cycle, including agenda setting, problem identification, policy formulation, decision making, implementation, evaluation and termination.	MA 4, MA 8
6	Describe the nature of intervention logic, and the distinction between ‘rational’ and ‘incremental’ models of policy making.	MA 3, MA 6, MA 11
7	Identify the practical limits to public policy, and the nature and respective roles of the state and civil society in the development, implementation and evaluation of public policy.	MA 4
8	Appraise different disciplinary contributions (especially economics, politics and philosophy) to the development, implementation and evaluation of public policy.	MA 5
9	Explain the significance of ethics and accountability in the study and practice of public policy.	MA 12
10	Interpret the significance of the Treaty of Waitangi (Te Tiriti o Waitangi) in the study and practice of public policy in New Zealand.	MA 13

<b>Major Attributes: PUBL majors will be able to:</b>	
MA1	Judge the defining features of good policy analysis and advice and appraise how they are best produced
MA2	Demonstrate an understanding of the influence of political ideas and philosophies, and of constitutional and political institutions on public policy
MA3	Demonstrate an understanding of the contribution of quantitative and qualitative methods in policy analysis
MA4	Identify the nature and respective roles of state and civil society in the development, implementation and evaluation of public policy, and demonstrate an understanding of the distinction between government and governance
MA5	Appraise different disciplinary contributions to the development, implementation and evaluation of public policy
MA6	Judge the relevance and importance of evidence in policymaking
MA7	Apply the comparative method to policy analysis, and identify insights that might be drawn from other policy jurisdictions
MA8	Judge and articulate the relevant criteria that might be used in assessing the advantages and disadvantages of particular policy options
MA9	Analyse complex policy issues from multiple perspectives and identify opportunities for innovation
MA10	Express ideas succinctly and persuasively both in written form and orally
MA11	Construct and articulate rationales for public policy intervention
MA12	Demonstrate an understanding of the significance of ethics and accountability in the study and practice of public policy
MA13	Interpret the significance of the Treaty of Waitangi (Te Tiriti o Waitangi) in the study and practice of public policy in New Zealand

### **Course Delivery**

This course will be delivered through two one-hour lectures per week, plus one one-hour tutorial per week. There will only be brief opportunities for discussion during lectures. The lecture outline gives a good indication of the topics to be covered, but that may vary slightly to accommodate a guest speaker and/or to enable certain topical issues to be addressed. Tutorials provide an opportunity for interactive discussions and debate. These will focus, as indicated in the tutorial outline, on specific questions and will involve students reading and commenting on one or two specified articles/papers.

### **Expected Workload**

It is expected that students taking PUBL 201 will attend the majority of the lectures, prepare for and attend at least 8 of the 11 tutorials, complete the assessment requirements and read an adequate amount of material relevant to the course. Overall, students are expected to undertake an average of between two and three hours of self-directed study per week for each contact hour.

## Lecture Outline

### **1. What is public policy? (2 lectures):**

6 & 9 March

- a. Why study public policy?
- b. What is public policy?
- c. What are the main areas of policy?
- d. What are the main types of policy problems – tame, wicked, etc.
- e. What are some of the big policy issues?
- f. What are the main policy instruments?
- g. What is the policy cycle?
- h. What are the limits to public policy?
- i. What information/resources are available for policy analysts?

### **2. Frameworks for thinking about public policy: The contribution of different disciplines (6 lectures): 13, 16, 20, 23, 27 and 30 March**

- a. Economics
  - Key behavioural assumptions, principles and philosophical underpinnings
  - Justifications for state intervention
- b. Politics
  - The differences between politics and markets as social choice mechanisms
  - Government failure: causes, consequences and solutions
  - Exit, voice and loyalty
  - The limits of politics and markets
- c. Philosophy, ethics and public policy:
  - Ethical frameworks
  - Conflicting values and decision rules
  - Morals and markets (tutorial topic)
  - Grounds for state coercion: the harm principle, legal moralism, paternalism and other principles
  - The precautionary principle
- d. Theories, models, paradigms and the nature and limits of the social sciences
  - Competing models of policy making: the rational/synoptic model versus incrementalism/muddling through

**FIRST ESSAY DUE: TUESDAY 3 APRIL**

**3. Aspects of the policy process (5 lectures): 3, 24 & 27, April, 1 & 4 May**

- a. Agenda setting and defining the problem
- b. Legacies, path dependence and the determinants of policy
- c. Formulating policy: policy design, policy instruments, policy options, selection criteria, etc.
- d. Intervention logic
- e. Stakeholders, customers, citizens, interest groups, consultation and participation
- f. Making decisions: selection criteria, setting priorities, confronting tradeoffs, etc.
- g. Implementation and enforcement
- h. Evaluation, termination and policy research

**School of Government, Conference on ‘The Funding of Student Finance: Critical Issues and Policy Options’, VUW, 18-19 April 2012 (attendance free, but places limited)**

**4. Policy Case Studies (9 lectures)**

- a. Climate change (4 lectures): 8, 11, 15 & 18 May
  - Planetary limits – setting safe thresholds and targets
  - The science of climate change – policy making in the context of risk and uncertainty (Professor Dave Frame)
  - The economics of climate change
  - Global and domestic policy issues and options

**SECOND ESSAY DUE: THURSDAY 17 MAY**

- b. Some key social policy issues (3 lectures): 22, 25 & 29 May
  - Cash versus in-kind assistance
  - Targeting v universality
  - Inequality, poverty, and what to do about it
  - Welfare reform (tutorial topic)
- c. Ethnicity, diversity and the Treaty (2 lectures): 31 May & 5 June
  - The Treaty of Waitangi: relevance, principles, settlements’ process
  - Minority rights and indigenous rights
  - Biculturalism and multiculturalism, and the policy implications of ethno-cultural diversity
  - The arguments for and against affirmative action or preferential treatment (tutorial topic)

**5. Conclusions (1 lecture): 8 June**

## Tutorial Topics

Tutorial 1: 12 – 16 March: What is public policy? Why study public policy? Can policies make a difference for good or ill?

Case study: the student loan scheme and student allowances in New Zealand. Critically assess the policies of the main political parties at the 2005 and 2008 general elections, including the costs and benefits of the zero interest rate on student loans and Labour's 2008 proposal for a universal student allowance. How much does the current loan scheme cost? What incentives does it create? What changes, if any, should be made to the current system of student finance (i.e. loans and allowances) in the interests of maximizing efficiency, fairness and fiscal sustainability?

Readings: Shaw and Eichbaum, Chs. 1 & 14.

Readings on the student loan policies of Labour and National at the 2005 and 2008 general elections in NZ. See Course Readings and the relevant party websites.

Tutorial 2: 19 – 23 March: Human behaviour and public policy: What behavioural assumptions should we make for policy purposes? What insights do social psychology and behavioural economics provide to those seeking to design and implement public policy? Given such insights, what changes to current policy settings might be sensible? Consider, for instance, the design of Kiwisaver.

Alana Cornforth, "Behaviour Change: Insights for Environmental Policy Making from Social Psychology and Behavioural Economics", *Policy Quarterly*, 5, 4, 2009, pp. 21 – 28.

Ministry of Economic Development, "Behavioural analysis for policy: New lessons from economics, philosophy, psychology, cognitive science, and sociology", Wellington, October 2006.

Tutorial 3: 26 – 30 March: Markets and morals: Are there some goods that money can't buy or shouldn't? If so, what are these goods, and what's wrong with buying and selling them? For instance, should people be allowed to sell their blood and body parts? Should polluters be allowed to pollute if they pay enough? Should there be a minimum wage or should people be allowed to sell their labour for any price?

Readings: Michael Sandel, 'Hired Help – Markets and Morals', in *Justice: What's the Right Thing to Do?* London, Penguin.

Tutorial 4: 2 – 5 April: Policy Frameworks: What should be the goal of public policy: justice, freedom, the common good, wellbeing, economic growth, higher living standards and/or the public interest? Is the policy framework proposed by the

New Zealand Treasury robust? Is it correct to say that decisions about distributional outcomes and policy tradeoffs are ‘political in nature and beyond the realm of policy advice’?

Readings: The Treasury, “Working Towards Higher Living Standards for New Zealanders”, New Zealand Treasury Paper 11/02, May 2011. **OR**

Ben Gleisner et al (2011) “Broadening our understanding of living standards: Treasury’s new policy framework”, *Policy Quarterly*, 7, 3, August 2011, pp.13-19.

Tutorial 5: 23 – 27 April: MMP and the policy process in New Zealand: What difference, if any, has proportional representation made to the policy process and policy outcomes? Is New Zealand less well governed? Are policy processes more convoluted? Has there been policy paralysis? Have hard policy choices been more difficult to make? Have small ‘extremist’ parties managed to use their bargaining power to demand and secure ‘extreme’ policy changes or has the general tendency been to increase the power of ‘median’ voters on the various important issue dimensions, thus encouraging more ‘centrist’ policy choices. Given the current review of MMP by the Electoral Commission, what changes to the electoral system, if any, would you recommend? What other constitutional changes might be desirable?

Readings: Shaw and Eichbaum, Ch. 8.

Nicola White, “Deconstructing Cabinet Collective Responsibility”, *Policy Quarterly*, 1, 4, 2005, pp. 4 – 11.

Jonathan Boston, Stephen Church and Tim Bale, “The Impact of Proportional Representation on Government Effectiveness: The New Zealand Experience”, *Australian Journal of Public Administration*, 62, 4, December 2003, pp. 7 – 22.

Tutorial 6: 30 April – 4 May: Intervention logic: what is it and is it logical? In what ways is intervention logic helpful in understanding a policy problem? What are the potential risks and limitations? When is intervention logic most useful?

Readings: Karen Baehler, “Intervention Logic: A User’s Guide”, *Public Sector*, 25, 3, 2002, pp. 14 – 20.

Leon Bakker and Carolyn Adams, “Intervention Logic: The Department of Corrections Case Study”, *Public Sector*, 26, 1, 2003, pp. 19 – 21.

Robert Gregory, “Political Life and Intervention Logic: Relearning Old Lessons?” *International Public Management Journal*, 7, 3, 2004, pp. 299 – 315.

Claudia Scott and Karen Baehler *Adding Value to Policy Analysis and Advice*, Sydney, UNSW Press, 2010, pp.155-165.



Tutorial 7: 7 – 11 May: Climate change: framing the policy problem and assessing the options. What is the problem definition? Is climate change a ‘wicked’ policy problem, if not a ‘super wicked’ problem? What are the key risks and vulnerabilities associated with climate change? How should governments seek to manage such risks? What are the key constraints and barriers that are likely to limit prudent risk management? How can policy makers be encouraged to give more attention to long-term risks and vulnerabilities? What institutional and constitutional reforms might be desirable?

Readings:

Garnaut, R., 2008. “A Decision-Making Framework”, Ch. 1 in *The Garnaut Climate Change Review, Final Report* Canberra, pp. 1 – 22. See: <http://www.garnautreview.org.au/index.htm>

Jonathan Boston and Frieder Lempp, “Climate change: explaining and solving the mismatch between scientific urgency and political inertia”, *Accounting, Auditing and Accountability Journal*, 24, 8, 2011, pp.1000-21.

Andy Reisinger, “Putting it Together: Climate change as a risk management problem”, Ch. 8 in *Climate Change 101: An Educational Resource – Science, Impacts, Adaptation, Mitigation, Decision-Making Challenges*, Wellington, Institute of Policy Studies, 2009, pp. 227 – 252.

Tutorial 8: 14 – 18 May: Mitigating climate change: the relative merits of emissions taxes, emissions trading and other policy instruments. Why has an emissions trading scheme (ETS) been preferred over an emissions tax in most developed countries? Is this preference justified? What are the strengths and weaknesses of the NZ ETS?

Readings: Nicholas Stern, “Executive Summary”, *The Stern Review on the Economics of Climate Change*, London, 2006, pp. i – xxvii.  
[http://www.hm-treasury.gov.uk/stern\\_review\\_report.htm](http://www.hm-treasury.gov.uk/stern_review_report.htm)

Nicholas Stern, “Harnessing markets to reduce emissions” and “Carbon pricing and emission markets in practice”, Chs. 14 & 15 in *The Stern Review on the Economics of Climate Change*, London, 2006, pp. 309 – 346.

See: [http://www.hm-treasury.gov.uk/stern\\_review\\_report.htm](http://www.hm-treasury.gov.uk/stern_review_report.htm)

Tutorial 9: 21 – 25 May: Welfare reform: Reducing Long-Term Benefit Dependency. Why has long-term dependency on welfare benefits (or social security) increased so much in NZ and in many other developed countries over the past few decades? Why does it matter? What solutions are available, and what are their advantages and disadvantages? Is this another example of a ‘wicked’ policy problem? What intervention logics to address long-term benefit dependency can you think of, and how sound are they?

Welfare Working Group, Final Report (February 2011) – see <http://ips.ac.nz/WelfareWorkingGroup/Index.html>

See various articles in the special issue of *Policy Quarterly*, May 2011; <http://ips.ac.nz/publications/publications/show/314>

Tutorial 10: 28 May – 1 June: What is affirmative action (or preferential treatment)? Why is it so controversial? Is it ever justified, and if so, under what conditions?

Readings: William Bowen and Derek Bok, *The Shape of the River: Long-Term Consequences of Considering Race in College and University Admissions*, Princeton, Princeton University Press, 1998, Chs. 9 & 10.

Don Brash, “Nationhood”, Speech to the Orewa Rotary Club, 27 January 2004.

Tutorial 11: 5 – 8 June: Concluding session – revision and summing up

NB: You are expected to attend at least 8 of 11 tutorials. If you fall behind on your reading for one week, don't despair and don't succumb to the 'domino effect' of getting further and further behind the more you try to catch up. Read the material for the *upcoming* class *first*, before trying to catch up on previous material. Don't read for facts. Instead, focus on the main conceptual point or argument of each article, and think about how it informs your understanding of public policy.

## **Readings Material**

### **Recommended Reading:**

Richard Shaw and Chris Eichbaum, 2011. *Public Policy in New Zealand: Institutions, Process and Outcomes*, Auckland, Pearson (\$64.39). Please purchase the 3rd edition.

### **Some other recommended books:**

Boston, J., A. Bradstock and D. Eng (eds) 2010. *Public Policy: Why Ethics Matters*, Canberra, ANU E Press. Available free on line at: [http://epress.anu.edu.au/ethics\\_matters\\_citation.html](http://epress.anu.edu.au/ethics_matters_citation.html)

Boston, J., A. Bradstock and D. Eng (eds) 2011. *Ethics and Public Policy: Contemporary Issues*, Wellington, Victoria University Press. Available electronically but at a cost.

Claudia Scott and Karen Baehler 2010. *Adding Value to Policy Analysis and Advice*, Sydney, UNSW Press. (\$71.50)

### **Course Readings:**

Please obtain a copy of the Course Readings from VicBooks, Student Book Centre, Pipitea campus. Additional readings can be obtained from the library.

### **Introductory, background and general readings** (most are on 3-day loan in the Library):

Bardach, E., 2005. *A Practical Guide for Policy Analysis*, New York, Chatham House, 2<sup>nd</sup> ed.

Bobrow, D. and J. Dryzek, 1987. *Policy Analysis by Design*, Pittsburgh, Pittsburgh University Press.

Fenna, A., 2004. *Australian Public Policy*, Pearson.

Ham, C. and M. Hill, 1984. *The Policy Process in the Modern Capitalist State*, Brighton, Wheatsheaf Books.

Hogwood, B. and L. Gunn, 1984. *Policy Analysis for the Real World*, Oxford, Oxford University Press.

Hood, C., 1986. *Administrative Analysis*, Brighton, Wheatsheaf Books.

Howlett, M. and M. Ramesh, 2003. *Studying Public Policy: Policy Cycles and Policy Subsystems*, Toronto, Oxford University Press, 2<sup>nd</sup> ed.

Lindblom, C., 1977. *Politics and Markets*, New York, Basic Books.

Lunt, N., C. Davidson and K. McKegg (eds.) 2003. *Evaluating Policy and Practice: A New Zealand Reader*, Auckland, Pearson.

Nagel, S., 1983. *Encyclopedia of Policy Studies*, New York, Marcel Dekker.

- Paris, D. and J. Reynolds, 1983. *The Logic of Policy Inquiry*, New York, Longman.
- Parsons, W., 1995. *Public Policy: An Introduction to the Theory and Practice of Policy Analysis*, Cheltenham, Edward Elgar.
- Weimer, D. and A. Vining, 2005. *Policy Analysis: Concepts and Practice*, New Jersey, Pearson-Prentice Hall, 4th ed.
- Wildavsky, A., 2007. *Speaking Truth to Power*, New Brunswick, Transaction Books.

**Specific Readings (NB. there are numerous other possible readings on each topic):**

**1. Policy Frameworks**

- Baehler, K., 2005. "What are the Limits to Public Service Advising? The 'Public Argument' Test", *Policy Quarterly*, Vol. 1, No. 3, pp. 3 – 9.
- Boston, J., A. Bradstock and D. Eng (eds) 2010. *Public Policy: Why Ethics Matters*, Canberra, ANU E Press. Chapters 1-5, and 11.
- Bozeman, B., 2002. "Public-Value Failure: When Efficient Markets May Not Do", *Public Administration Review*, March/April, Vol. 62, No. 2, pp. 145 – 161.
- Dror, Y., 1968. *Public Policy Making Reexamined*, San Francisco, Chandler.
- Goodin, R., 1990. "Liberalism and the Best Judge Principle", *Political Studies*, Vol. 38, pp. 181 – 195.
- Goodin, R., 1982. *Political Theory and Public Policy*, Chicago, Chicago University Press.
- Gregory, R., 2005. "Politics, Power and Public Policy-making: A Response to Karen Baehler", *Policy Quarterly*, Vol. 1, No. 4, pp. 26 – 32.
- Gregory, R., 1989. "Political Rationality or Incrementalism? Charles E. Lindblom's Enduring Contribution to Public Policy Making Theory", *Policy and Politics*, Vol. 17, No. 2, pp. 139 – 153.
- Ham, C. and M. Hill, 1984. *The Policy Process in the Modern Capitalist State*, Brighton, Wheatsheaf Books.
- Le Grand, J., 1993. "The Theory of Government Failure", *British Journal of Political Science*, Vol. 21, pp. 423 – 442.
- Lindblom, C., 1990. *Inquiry and Change: The Troubled Attempt to Understand and Shape Society*, New Haven, Yale University Press.
- Lindblom, C., 1973. "The Science of 'Muddling Through'", Ch. 9 in F. Kramer (ed.), *Perspectives on Public Bureaucracy*, Winthrop Publishers.

- Parsons, W., 1995. *Public Policy: An Introduction to the Theory and Practice of Policy Analysis*, Cheltenham, Edward Elgar, esp. Part 3.
- Sen, A., 1987. *On Ethics and Economics*, Oxford, Basil Blackwell.
- Tenbenschel, T. and R. Gauld, 2000. “Models and Theories”, in P. Davis and T. Ashton (eds.) *Health and Public Policy in New Zealand*, Auckland, Oxford University Press, pp. 25 – 43.
- Thaler, R. and C. Sunstein, 2008. *Nudge: Improving Decisions about Health, Wealth and Happiness*, London, Penguin.
- The Treasury, 2011. ‘Working Towards Higher Living Standards for New Zealanders’, New Zealand Treasury Paper 11/02, May.
- Wallis, J. and B. Dollery, 1999. *Market Failure and Government Failure*, London, McMillan.
- Wolf, C., 1987. “Market and Non-Market Failures: Comparisons and Assessment”, *Journal of Public Policy*, Vol. 7, No. 1, pp. 43 – 70.
- Zerbe, R. and H. McCurdy, 1999. “The Failure of Market Failure”, *Journal of Policy Analysis and Management*, Vol. 18, No. 4, pp. 558 – 578.

## **2. Policy-making Institutions and the New Zealand Context**

- Boston, J., J. Martin, J. Pallot and P. Walsh, 1996. *Public Management – The New Zealand Model*, Auckland, Oxford University Press, pp. 69 – 95.
- Boston, J. and S. Church, 2002. “The Budget Process in New Zealand: Has Proportional Representation Made a Difference?” *Political Science*, Vol. 54, No. 2, December, pp. 21 – 44.
- Ladley, A. and J. Martin (eds.), 2005. *The Visible Hand: The Changing Role of the State in New Zealand’s Development: Essays for Sir Frank Holmes*, Wellington, Institute of Policy Studies.
- Malone, R., 2008. *Rebalancing the Constitution: The Challenge of Government Law-Making Under MMP*, Wellington, Institute of Policy Studies.
- Miller, R. (ed.), 2006. *New Zealand Government and Politics*, Melbourne, Oxford University Press, 4<sup>th</sup> ed.
- Mulgan, R., 2004. *Politics in New Zealand*, Auckland, Auckland University Press.
- Palmer, G. and M. Palmer, 2004. *Bridled Power: New Zealand’s Constitution and Government*, Melbourne, Oxford University Press.

### 3. The Policy Process

- Baehler, K., 2002. "Intervention Logic: A User's Guide". *Public Sector*, Vol. 25, No. 3, November, pp. 14 – 20.
- Baehler, K., 2003. "Evaluation and the policy cycle", in N. Lunt, C. Davidson and K. McKegg (eds.) *Evaluating Policy and Practice: A New Zealand Reader*, Pearson Education, pp. 27 – 39.
- Bakker, L. and C. Adams, 2003. "Intervention Logic: The Department of Corrections Case Study", *Public Sector*, Vol. 26, No.1, pp. 19 – 21.
- Bale, T., J. Boston and S. Church, 2005. "'Natural Because it Had Become Just That'. Path Dependence in Pre-electoral Pacts and Government Formation: A New Zealand Case Study", *Australian Journal of Political Science*, Vol. 40, No. 4, pp. 481 – 498.
- Bardach, E., 2000. *A Practical Guide for Policy Analysis*, New York, Chatham House.
- Boston, J., S. Church and T. Bale, 2003. "The Impact of Proportional Representation on Government Effectiveness: The New Zealand Experience", *Australian Journal of Public Administration*, Vol. 62, No. 4, pp. 7 – 22.
- Boston, J. and A. Ladley, 2006. "The Art and Craft of Coalition Management", *New Zealand Journal of Public and International Law*, Vol. 4, No. 1, pp. 55 – 90.
- Gregory, R., 2004. "Political Life and Intervention Logic: Relearning Old Lessons?", *International Public Management Journal*, Vol. 7, No. 3, pp. 299 – 315.
- Lindblom, C., 1980. *The Policy-Making Process*, New Jersey, Prentice-Hall.
- Pierson, P., 2000. "Increasing Returns, Path Dependence, and the Study of Politics", *American Political Science Review*, Vol. 94, pp. 251 – 267.
- Saville-Smith, K., 2003. "Power and politics: the shaping of evaluation research in New Zealand", in N. Lunt, C. Davidson and K. McKegg (eds.) *Evaluating Policy and Practice: A New Zealand Reader*, Pearson Education, pp. 16 – 20.
- Trotman, I., 2003. "Evaluation in New Zealand: a founder's reflection", in N. Lunt, C. Davidson and K. McKegg (eds.) *Evaluating Policy and Practice: A New Zealand Reader*, Pearson Education, pp. 21 – 26.
- Weiss, C., 1998. *Evaluation* (2<sup>nd</sup> ed.), pp. 20 – 45.
- White, N., 2005. "Deconstructing Cabinet Collective Responsibility", *Policy Quarterly*, Vol. 1, No. 4, pp. 4 – 11.

#### 4. Climate Change and Related Issues

- Bertram, G. and Terry, S. 2010. *The Carbon Challenge: New Zealand's Emission Trading Scheme*, Wellington, Bridget Williams Books.
- Boston, J. (ed.), 2007. *Towards a New Global Climate Treaty: Looking Beyond 2012*, Wellington, Institute of Policy Studies.
- Boston, J., A. Bradstock and D. Eng (eds) 2010. *Public Policy: Why Ethics Matters*, Canberra, ANU E Press. Chapters 6-9.
- Cameron, A. (ed.), 2011. *Climate Change Law and Policy in New Zealand* Wellington, LexisNexis.
- Chapman, R., J. Boston and M. Schwass (eds.), 2006. *Confronting Climate Change: Critical Issues for New Zealand*, Wellington, Victoria University Press.
- Carter, R. et al., 2006. "The Stern Review: A Dual Critique", *World Economics*, Vol. 7, No. 4, pp. 165 – 232.
- Congressional Budget Office, 2003. *The Economics of Climate Change: A Primer*, Washington D.C.
- Diamond, J., 2005. *Collapse: How Societies Choose to Fail or Survive*, Penguin Books.
- Flannery, T., 2005. *Weather Makers: The Past and the Future Impact of Climate Change*, Melbourne, Text Printing Co.
- Garnaut, R., 2008. *The Garnaut Climate Change Review, Final Report*, Canberra.  
<http://www.garnautreview.org.au/index.htm>
- Gore, A., 2006. *An Inconvenient Truth*, London, Bloomsbury.
- Hansen, J. 2009. *Storms of My Grandchildren*, New York, Bloomsbury.
- Helm, D. (ed.), 2005. *Climate Change Policy*, Oxford, Oxford University Press.
- Helm, D. and Hepburn, C. (eds.) 2009. *The Economics and Politics of Climate Change*, Oxford, Oxford University Press.
- Intergovernmental Panel on Climate Change, Fourth Assessment Report. *Climate Change 2007: Synthesis Report*.
- Intergovernmental Panel on Climate Change, Working Group 1, Fourth Assessment Report, 2007. *Climate Change 2007: The Physical Science Basis, Summary for Policymakers*.
- Reisinger, A., 2009. *Climate Change 101: An Educational Resource – Science, Impacts, Adaptation, Mitigation, Decision-Making Challenges* Wellington, Institute of Policy Studies.
- Stern, N., 2006. *The Stern Review on the Economics of Climate Change*, London. See also the background papers at: [http://www.hm-treasury.gov.uk/stern\\_review\\_climate\\_change.htm](http://www.hm-treasury.gov.uk/stern_review_climate_change.htm)

For responses to the Stern Review, see *Policy Quarterly*, Vol. 3, No. 1 (2007).

For insights into the views of ‘climate sceptics’, see <http://www.climatescience.org.nz/>

See <http://www.climateark.org> or <http://www.realclimate.org> or <http://www.earthwire.org/climate/> for a vast array of scientific and policy-related material, and the journal *Climate Policy*.

## **5. Social Policy Issues**

Boston, J., P. Dalziel and S. St John (eds.), 1999. *Redesigning the Welfare State in New Zealand*, Auckland, Oxford University Press.

Boston, J., A. Bradstock and D. Eng (eds) 2010. *Public Policy: Why Ethics Matters*, Canberra, ANU E Press. Chapters 10 and 13.

Goodin, R. and J. Le Grand, 1987. *Not Only the Poor: The Middle Classes and the Welfare State*, London, Allen and Unwin.

Lister, R., 2004. 'Defining Poverty', Ch. 1 in *Poverty*, Cambridge, Polity Press.

Lund, N., M. O'Brien and R. Stephens (eds.), 2008. *New Welfare New Zealand*, Melbourne, Thomson.

Stephens, R., 2005. "Income Adequacy and Poverty Alleviation in New Zealand", Paper delivered at the Social Policy Association Conference, Bath, 27 – 29 June.

Waldegrave, C., R. Stephens and P. King, 2003. "Assessing the Progress on Poverty Reduction", *Social Policy Journal of New Zealand*, Vol. 20.

Wilkinson, R. and Pickett, K. 2010. *The Spirit Level: Why Equality is Better for Everyone*, London, Penguin.

See the various reports of the Welfare Working Group (2010-11): <http://ips.ac.nz/WelfareWorkingGroup/Index.html>

See also various articles in the special issue of *Policy Quarterly*, May 2011; <http://ips.ac.nz/publications/publications/show/314>

## **6. The Treaty of Waitangi, Preferential Treatment and Diversity**

Barry, B., 2001. *Culture and Equality*, Cambridge, Polity Press.

Boston, J., P. Callister and A. Wolf, 2006. *The Policy Implications of Diversity*, Wellington, Institute of Policy Studies.

Bowen, W. G. and D. Bok, 1998. *The Shape of the River: The Long Term Consequences of Considering Race in College and University Admissions*, Princeton University Press.



Brash, D., Leader of the National Party, 2004. "Nationhood", an address to the Orewa Rotary Club, 27 January.

Bromell, D., 2008. *Ethnicity, Identity and Public Policy: Critical Perspectives on Multiculturalism*, Wellington, Institute of Policy Studies.

Callister, P., 2007. *Special Measures: An Examination of Their Role in Reducing Ethnic Disadvantage in New Zealand*, Wellington, Institute of Policy Studies.

Hager, N., 2006. *Hollow Men: A Study in the Politics of Deception*, Nelson, Craig Potton Publishing, Ch. 5.

James, C., 2005. "After the Treaty: a new fiction", Bruce Jesson Memorial Lecture, 14 November.

Kymlicka, W., 1995. *Multicultural Citizenship: A Liberal Theory of Minority Rights*, Oxford, Clarendon Press.

Ladley, A., 2005. "The Treaty and Democratic Government", *Policy Quarterly*, Vol. 1, No.1, pp. 21 – 27.

White, N. and A. Ladley, 2005. "Claims to Treaty and other Rights: Exploring the Terms of Crown-Maori Negotiation", *Policy Quarterly*, Vol. 1, No. 2, pp. 3 – 9.

### **Other**

For a useful website with material relating to evidence-based policy, better policy making, policy evaluation, policy delivery, etc., see: <http://www.nationalschool.gov.uk/policyhub/>

## Assessment Requirements

ASSIGNMENT	DUE DATE	WEIGHT
1st Essay (2,000 words) (all course objectives)	Tuesday 3 April	25%
2nd Essay (2,000 words) (all course objectives)	Thursday 17 May	25%
Final exam (all course objectives)	Check schedule	50%

Essays are due by 5.00pm on the date specified. They can be submitted to:

- The lecturer in class, or
- The secure box at School of Government reception (8<sup>th</sup> floor Rutherford House) during the office hours, which are 8.30am – 5.00pm. The assignment box is cleared daily, and assignments will be date stamped.

Students should keep a secure copy of all assignments (i.e. hard copy and e-file).

Essays must be typed, with the exact word count (excluding references) indicated on the cover sheet. They must include details of the topic, your name, tutor and tutorial group.

Essays should seek to make sustained, well-supported and cogent arguments. Do not present a series of disconnected observations about particular cases or particular stages of the policymaking cycle. Weave your ideas together.

Essays will be marked according to the depth of understanding of the topic, the cogency of the arguments being made and the degree to which they are supported by evidence, the aptness of examples, and the originality of insights, as well as the usual standards of correct spelling, punctuation, and grammar, appropriate formatting and overall tidiness. All ideas that have been borrowed from something you read (book, journal, magazine, newspaper or website) or a conversation with another person or a television show or a speech, etc. etc., should be referenced thoroughly and accurately. Sources should be listed at the end of the paper in a bibliography.

*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.*

### **FIRST ESSAY (due 3 April)**

Please answer one of the following questions:

1. Define what is meant by ‘market failure’ and identify the main types. Choose a negative externality (such as traffic congestion or water pollution), OR a local public good (such as street lighting or a nature reserve) OR a global public good (such as a stable climate): outline and critically assess the policy options that are available to governments to overcome the negative externality or provide the public good in question. Taking into account the risk of generating a ‘government failure’, identify and justify your preferred solution. **OR**

2. Paternalistic policies and the ‘nanny state’ have a bad press in New Zealand and most other liberal democracies. Yet many people continue to believe that it is justified to limit human freedom on paternalistic grounds – e.g. to prevent people from harming themselves or requiring them to do things which are for their own good. In your view, do arguments based on paternalistic considerations have any merit and, if so, under what circumstances? Further, under what conditions, if any, is ‘nudging’ – as advocated by Richard Thaler and Cass Sunstein – justified? **OR**
3. Explain the difference between the economic concept of ‘a public good’ and ethical concepts like ‘the public good’ and ‘the public interest’. Should public policies be designed to serve ‘the public interest’ and, if so, what criteria should be used to determine whether a particular policy is in the public interest? **OR**
4. The public funding of certain goods and services, such as education, health care, and the creative and performing arts, is sometimes justified on the grounds that they are ‘merit goods’. Explain what the concept of a merit good means, discuss why it is controversial, and assess whether the concept has any merit. What, if anything, might be lost from arguments about public policy if the concept of a merit good were to be abandoned?

## **SECOND ESSAY (due 17 May)**

Please answer one of the following questions:

1. *‘Voluntary euthanasia has been the focus of great controversy in recent years, both in New Zealand and elsewhere. Advocates of voluntary euthanasia maintain that terminally ill people have a right to die, especially if they are suffering significant and ongoing pain, and that this right ought to be legally recognized. Critics of voluntary euthanasia, by contrast, argue that the current legal prohibition against killing human beings ought to be maintained. This is because human life is precious and voluntary euthanasia is likely to have many undesirable consequences, including compromising the professional roles of health care providers, especially doctors.’* Anon.

You are a policy adviser in the Ministry of Justice and your Minister has asked for a report on whether active voluntary euthanasia should be legalized in New Zealand. Write a report outlining and critically assessing the main arguments for and against legalization. Provide a clear recommendation (with justifications). **OR**

2. You are a policy adviser to the Minister for the Environment. Your Minister has asked you to assess one of the key recommendations of the Report of the Emissions Trading Review Panel (June 2011), namely *‘that the biological emissions from agriculture (methane and nitrous oxide) ... enter the scheme on current legislative timescales’* [i.e. 2015] (p.6). Write a report to your Minister outlining the arguments for and against including agricultural emissions in the NZ Emissions Trading Scheme and identify the relevant criteria for determining whether the government should retain the current legislative timeframe for entry. What advice would you give to your Minister? **OR**
3. You are a policy adviser in the New Zealand Treasury. The Minister of Finance has received a report on climate change issues from a business lobby group and has asked for the Treasury to prepare a response. The lobby group argues that New Zealand

should not rely solely on market-based instruments like the Emissions Trading Scheme to reduce greenhouse gas emissions and should make greater use of other kinds of policy measures and programmes. These ‘complementary measures’, as they are often called, might include subsidies for renewable energy producers, subsidies for low-emission vehicles, more stringent standards for new buildings and the compulsory insulation of existing buildings. Assess the arguments for and against using complementary measures and identify the principles and considerations that should guide any decision to employ such measures. What advice would you give to the Minister of Finance?

4. You are an adviser to the Minister of Education. Your Minister has received a report from a think tank arguing that vouchers represent a better way for the state to fund compulsory education than the current (largely) capitation-based system. Write a report to your Minister briefly explaining the nature of vouchers, the various forms that they can take, and the relative merits of capitation and voucher schemes. What conclusions can you draw?
5. You are an adviser to the Prime Minister. He has heard about so-called ‘wicked’ policy problems and wants to know more. Choose ONE ‘wicked’ policy problem, such as human-induced climate change, alcohol and drug abuse, truancy, the loss of biodiversity, child poverty or long-term welfare dependence. Outline why this problem is often deemed to be ‘wicked’ in nature, and critically assess some of the proposed policy ‘solutions’. Bearing in mind the likely limits to, and costs of, governmental action to address the problem you have investigated, what policy approach would you recommend to the Prime Minister?

## **FINAL EXAM**

Students who enrol in courses with examinations are obliged to attend an examination at the University at any time during the formal examination period

The registry-conducted, three-hour exam will cover the whole course. Students should consult the final examination timetable, available later in the term on the University website.

The final examination for this course will be scheduled at some time during the period from **Friday 15 June to Wednesday 4 July 2012.**

## **Mandatory Course Requirements and Penalties**

To fulfil the mandatory paper requirements for this paper you must:

- Attend eight of the scheduled tutorial sessions.
- Submit all written assignments by the due date. A late assignment will have its mark reduced by 3% for each day it is overdue unless there is a very good reason why it was late.

Assignments will not be accepted that are over a week late. Assignments significantly exceeding the word limit will have 5 marks deducted.

Students who fail to satisfy the mandatory requirements for passing this course, other than the requirement to obtain a C grade overall, will not receive a graded result, and their records will show a “K” (fail due to not satisfying mandatory course requirements, even though the student’s course requirements reached the level specified for a pass).

**To pass PUBL 201 a student must meet the mandatory requirements and achieve at least a total of 50% over all the assessment.**

### **Class Representative**

A class representative will be elected in the first class, and that person’s name and contact details will be available to VUWSA, the course coordinator, and the class. The class representative provides a communication channel to liaise with the course coordinator on behalf of the students.

### **Communication of Additional Information**

Notices, marks for assignments (by student ID number) and selected course materials will be posted on the Blackboard website. Only students who are registered for PUBL 201 will have access. If you have problems with Blackboard, please contact the ITS Help Desk on (04) 463 5050 or at [its-service@vuw.ac.nz](mailto:its-service@vuw.ac.nz).

### **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](http://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 <http://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 <http://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**

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

#### **General University Policies and Statutes**

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

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

Find out about academic progress and restricted enrolment at

[www.victoria.ac.nz/home/study/academic-progress](http://www.victoria.ac.nz/home/study/academic-progress)

The University's statutes and policies are available at [www.victoria.ac.nz/home/about/policy](http://www.victoria.ac.nz/home/about/policy), except qualifications statutes, which are available via the Calendar webpage at

[www.victoria.ac.nz/home/study/calendar](http://www.victoria.ac.nz/home/study/calendar) (See Section C).

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

[http://www.victoria.ac.nz/home/about\\_victoria/avcacademic/Publications.aspx](http://www.victoria.ac.nz/home/about_victoria/avcacademic/Publications.aspx)

#### **Faculty of Commerce and Administration Offices**

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

#### **Manaaki Pihipihinga Programme**

[http://www.victoria.ac.nz/st\\_services/mentoring/](http://www.victoria.ac.nz/st_services/mentoring/)