

School of Government

PUBL 201
INTRODUCTION TO PUBLIC POLICY

Trimester 1, 2016

COURSE OUTLINE

Names and Contact Details

Course Co-ordinator: Professor Jonathan Boston
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Prescription

An introduction to the study of public policy and policy analysis, models of policymaking and the policy process and the contribution of economics and politics to the study of public policy.

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.

Course Objectives: By the end of this course, students should be able to:	
1	Explain the defining features of public policy, and critically assess the nature of good policy analysis and robust policy advice.
2	Explain and critically assess the respective contributions of different academic disciplines, especially economics, politics and philosophy, to the craft of policy analysis.
3	Explain, assess and apply the criteria for selecting policy options, including the role of evidence and ethical considerations.
4	Explain the main components of the policy-making cycle, including agenda setting, problem identification, policy formulation, decision making, implementation, evaluation and termination.
5	Critically assess how New Zealand's policy-making institutions, processes and outcomes compare with other developed democracies, including the role and significance of the Treaty of Waitangi (Te Tiriti o Waitangi).

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.

Trimester Dates

Teaching Period: Monday 29th February – Friday 3rd June

Study Period: Monday 6th June – Thursday 9th June

Examination Period: Friday 10th June – Wednesday 29th June (inclusive)

Withdrawal from Courses

Your fees will be refunded if you withdraw from this course on or before Friday 11th March 2016.

The standard last date for withdrawal from this course on or before Friday 13th May 2016. 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 or online.

Class Times and Room Numbers

Lecture Timetable:	Monday	11.30am – 12.20pm	GB LT1
	Wednesday	12.40pm – 1.30pm	GB LT2
Tutorial Timetable:	Monday	12.40pm – 1.30pm	RWW313
	Monday	12.40pm – 1.30pm	RWW312
	Tuesday	12.40pm – 1.30pm	RWW311
	Tuesday	12.40pm – 1.30pm	RWW221
	Wednesday	11.30am – 12.20pm	RWW221
	Thursday	12.40pm – 1.30pm	RWW221
	Thursday	12.40pm – 1.30pm	RWW220
	Friday	12.40pm – 1.30pm	RWW311

Please enrol in a tutorial group

To enrol in your desired tutorial group, you will need to log onto Myallocator. The PUBL201 signup will open at 2:00 pm on Monday 29 February and close at 4:00pm on Wednesday 02 March. Tutorials will begin during the week of **Monday 7 March**. If you have any serious problems selecting a tutorial group, please contact the Course Co-ordinator.

Final Examination: The exam date will be announced around the first week in May.

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.

Lecture Outline

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

29 February and 2 March

- a. The fascinating world of public policy – challenges, goals, purposes, etc.
- b. The nature of policy
- c. The distinction between public and private matters
- d. Types of policy problems – tame, wicked, etc.
- e. Contemporary policy challenges – global and domestic
- f. Policy instruments
- g. The policy cycle
- h. The limits to public policy
- i. Data, information, resources

2. Frameworks for thinking about public policy: The contribution of different disciplines (6 lectures): 7, 9, 14, 16, 21 and 23 March

- a. Economics
 - Key behavioural assumptions, principles and philosophical underpinnings
 - Policy goals (tutorial topic)
 - Justifications for state intervention – market failure, etc.
- 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
 - Pluralism versus monism
 - Conflicting values and decision rules
 - Morals and markets, including the ethical limits to economic transactions (tutorial topic)
 - Grounds for state coercion: the harm principle, legal moralism, paternalism and other principles
 - Time, inter-temporal issues and intergenerational justice
 - 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: WEDNESDAY 23 MARCH

3. Aspects of the policy process (5 lectures): 4, 6, 11, 13 and 18 April

- 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 (also a tutorial topic)
- e. Stakeholders, customers, citizens, interest groups, consultation and participation
- f. Making decisions: selection criteria, setting priorities, confronting trade-offs
- g. Implementation and enforcement
- h. Evaluation, termination and policy research

4. Policy Case Studies (10 lectures)

- a. Climate change (4 lectures): 20 April, 2, 4 and 9 May
 - Planetary limits – setting safe thresholds and policy targets
 - The science of climate change
 - Policy making in the context of risk and uncertainty (tutorial topic)
 - The economics, ethics and political economy of climate change
 - Designing a global response for mitigation, adaptation, etc.
 - New Zealand climate change policy – evolution and current issues

SECOND ESSAY DUE: WEDNESDAY 11 MAY

- b. Some key social policy issues (4 lectures): 11, 16, 18 and 23 May
 - The rationale for the welfare state
 - Cash versus in-kind assistance
 - Targeting versus universality
 - Rights, obligations, conditionality and the application of sanctions
 - Inequality, poverty, and what to do about it
 - Substance use and abuse (tutorial topic)
 - Welfare reform – reducing long-term benefit dependency (tutorial topic)

- c. Ethnicity, diversity and the Treaty (2 lectures): 25 and 30 May
 - 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): 1 June

Tutorial Topics

See Course Resources on Blackboard for all essential and most supplementary readings

Tutorial 1: 7 – 11 March: Student finance – the student loan scheme and student allowances in New Zealand.

Who should pay for tertiary education? More specifically, what principles and criteria should govern the design of policies for *student finance* – that is, the provision of loans and allowances for (full-time) tertiary study? On the basis of these principles, critically assess the student finance policies of recent NZ governments, including the introduction of an income-contingent loan scheme in the early 1990s, the move to zero-interest loans in 2006, Labour’s 2008 proposal for a universal student allowance, and the current National-led government’s repeated (mostly minor) policy changes to the student loan scheme. What changes to current policy arrangement do you think would be desirable?

Readings: *Essential*

Material on the student loan policies of Labour and National at the 2005 and 2008 general elections in NZ (see Blackboard).

Baxter, R. 2012. “Sharing the Private and Public Costs of Tertiary Education”, *Policy Quarterly*, Vol. 8, No. 2, pp. 48-53.

The Treasury. 2012. "Budget 2012 Information Release: Student Support Package for 2012 Budget", Wellington, June.

Supplementary

Shaw and Eichbaum, Chs. 1 & 14.

Tutorial 2: 14 – 18 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. Likewise, how might behavioural economics help inform responses to other policy problems – such as obesity, alcohol abuse, boy racers, smoking, drink driving, etc.

Readings: ***Essential***

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

Supplementary

Morris Altman, "Behavioural Economics, Ethics and Public Policy: Paving the road to freedom or serfdom?" in J. Boston et al (eds) *Ethics and Public Policy: Contemporary Issues* Wellington, Victoria University Press, 2011, pp.23-48.

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

Tim Hughes, "Applying Cognitive Perspectives on Decision-Making to the Policy Advice Process: A Practitioner's View", *Policy Quarterly*, 9, 3, 2013, pp.36-42.

Tutorial 3: 21 March – 1 April: Markets and morals

Are there some goods and services that money can't or shouldn't buy? If so, what are these goods and services, and what's wrong with buying and selling them? For instance, should people be allowed to sell their blood, body parts and voting rights? 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? Should people be able to profit from a disaster by increasing the price they charge for vital services?

Readings: ***Essential***

Michael Sandel, 'Hired Help – Markets and Morals', in *Justice: What's the Right Thing to Do?* London, Penguin, 2009.
See also: <http://www.justiceharvard.org/>

Supplementary

Michael Sandel, *What Money Can't Buy: The Moral Limits to Markets* London, Allen Lane, 2012

Tutorial 4: 4 – 8 April: Policy frameworks

What should policy-makers be seeking to achieve and what frameworks should they use to analyse policy problems? What should be the goal(s) of public policy – e.g. justice, freedom, the common good, the public interest, happiness, economic growth, higher living standards, comprehensive intergenerational wealth or ...? What are the main 'components' (e.g. goals and types of capital) within the New Zealand Treasury's living standards framework? Are any important values missing? What does the Treasury mean by concepts like 'equity', 'sustainability' and 'social cohesion'? Does the living standards framework help identify and resolve difficult policy trade-offs? Are decisions about distributional outcomes 'political in nature and beyond the realm of policy advice'? How might the Treasury's living standards framework help inform contemporary policy debates – such as those over mining and the use of natural resources, population ageing, pensions policy, child poverty, income and wealth inequality, criminal justice, climate change, migration and refugee issues, etc.?

Readings: ***Essential***

The Treasury, "Improving the Living Standards of New Zealanders: Moving from a Framework to Implementation", New Zealand Treasury Conference Paper, June 2012 <http://www.treasury.govt.nz/publications/media-speeches/speeches/livingstandards/sp-livingstandards-paper.pdf>

Supplementary

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

The Treasury, "Working Towards Higher Living Standards for New Zealanders", New Zealand Treasury Paper 11/02, May 2011.

Tutorial 5: 11 – 15 April: Debating inequality

Does inequality matter? If so, what kinds of inequality matter most? Why? What do we know about the distribution of income and wealth in New Zealand? How does New Zealand compare with other advanced democracies? What, if anything, can and should be done to reduce social and economic inequalities? Would New Zealand be ‘better off’ or ‘worse off’ if it had a more egalitarian distribution of income and wealth?

Readings: ***Essential***

Max Rashbrooke (ed.), *Inequality: A New Zealand Crisis*, Wellington, Bridget Williams Books, 2013, Chapters 1 and 2.

Supplementary

Anthony Atkinson, *Inequality: What Can Be Done?* Boston, Mass., Harvard University Press, 2015, esp. Part 2 and ‘The Way Forward’.

Jonathan Boston, “What Kind of Equality Matters?” in Max Rashbrooke (ed.), *Inequality: A New Zealand Crisis*, Wellington, Bridget Williams Books, 2013, Chapter 5.

Richard Wilkinson and Kate Pickett, *The Spirit Level: Why Equality is Better for Everyone*, London, Penguin Books, 2010.

Tutorial 6: 18 – 22 April: 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: ***Essential***

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

Supplementary

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: 2 – 6 May: Adapting to climate change – especially sea level rise

What are the main risks and vulnerabilities associated with climate change? In particular, what are the risks associated with sea level rise over the coming century and beyond? Where are the impacts most likely to be felt in New Zealand? How should governments seek to mitigate the risks and manage the

impacts? What are the primary 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? How might we better ‘future proof’ the state and enhance ‘resilience’? What is your assessment of the recommendations of the Parliamentary Commissioner for the Environment in late 2015 in relation to rising seas?

Readings: ***Essential***

Parliamentary Commissioner for the Environment, *Preparing New Zealand for rising seas: Certainty and Uncertainty*, PCE, Wellington, 2015, especially Overview, Chapters 1, 2, 6 and 8.

Supplementary

Judy Lawrence et al., ‘Adapting to changing climate risk by local governments in New Zealand: institutional practice barriers and enablers’, *Local Environment*, 20, 3, March 2015, pp.298-320.

Rowenzweig, C. et al., “Developing coastal adaptation to climate change in the New York infrastructure-shed”, *Climatic Change*, 106, pp.93-127.

Tutorial 8: 9 – 13 May: Substance use and abuse: the regulation of alcohol.

What kinds of harm does the excessive consumption of alcohol cause? How serious and costly are these harms? Why does NZ have a ‘binge’ drinking culture? How should the harms generated from excessive consumption of alcohol be balanced against the pleasure that people derive from the moderate consumption of alcohol and the loss of liberty arising from the regulation of alcohol use? What principles and considerations should guide the regulation of the sale, supply and consumption of alcohol? How can we ensure that such policies are adopted?

Readings: ***Essential***

Law Commission, *Alcohol in Our Lives: Curbing the Harm: A Report on the Review of the Regulatory Framework for the Sale and Supply of Liquor* (Wellington, 2010). <http://www.lawcom.govt.nz/project/review-regulatory-framework-sale-and-supply-liquor/publication/report/2010/alcohol-our-lives>

Supplementary

Sally Casswell and Anna Maxwell, “What works to reduce alcohol-related harm and why aren’t the policies more popular?” *Social Policy Journal of New Zealand*, 25, 2005, pp.118-141.

Tutorial 9: 16 – 20 May: Welfare reform: Reducing Long-Term Benefit Dependency.

Why has long-term dependency on welfare benefits (or social security) increased 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? How robust are the intervention logics underpinning these solutions? What assessment would you make of the initiatives of recent New Zealand government to reduce long-term dependency on welfare benefits?

Readings: *Essential*

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

Supplementary

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

Tutorial 10: 23 – 27 May: Affirmative action (preferential treatment or positive discrimination)

What is affirmative action? Where has it been applied in NZ? Why is it so controversial? Is it ever justified, and if so, under what conditions?

Readings: *Essential*

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: 30 May – 3 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.

Reading Material

There is no set textbook for this course, but there are several recommended books (see below). All **essential** tutorial readings and some supplementary readings will be placed on Blackboard.

Outlined below is a list of books, articles and documents of relevance to the 24 lectures and 10 tutorial topics, as well as some of the 10 essay questions. You are NOT expected to read all this material. It is there for your interest and to assist your learning. Please give priority to the material on Blackboard.

With respect to the essays, there is a wealth of material available on each of the 10 topics (see below). Please use Google, Google Scholar and other search methods to locate relevant material. If you need advice on what to read, please do not hesitate to talk to your tutor or the Course Co-ordinator. We are there to help you.

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

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)

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, 2nd ed.

Birkland, T. 2015. *An Introduction to the Policy Process: Theories, Concepts, and Models of Public Policy*, Making New York, Routledge, 4th 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, 2nd 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.
- Mintrom, M. 2012. *Contemporary Policy Analysis* Oxford, Oxford University Press.
- 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.
- Kahneman, D., 2011. *Thinking, Fast and Slow* London, Penguin.
- 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.
- Ostrom, E. 2010. 'Beyond Markets and States: Polycentric Governance of Complex Economic Systems', *American Economic Review*, Vol. 100, No. 3, pp.641-72.
- 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.
- Tenbengel, 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

- Black, J. 2014. “Learning from Regulatory Disasters”, *Policy Quarterly*, 10, 3, pp.3-11.
- 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.), 2010. *New Zealand Government and Politics*, Melbourne, Oxford University Press, 5th 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.
- The Treasury, 2014. “Taking Forward Your Priorities”, October (Briefing to Incoming Government)

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.

Gluckman, P. 2013. “The role of evidence in policy formation and implementation: A Report from the Prime Minister’s Chief Science Advisor”, Wellington, Office of the Prime Minister’s Science Advisory Committee, September.

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* (2nd ed.), pp. 20 – 45.

White, N., 2005. “Deconstructing Cabinet Collective Responsibility”, *Policy Quarterly*, Vol. 1, No. 4, pp. 4 – 11.

4. Climate Change

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.
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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/>

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 exceeding the word limit by more than 10% (i.e. 200 words) will have 5 marks deducted for every extra 200 words.

If you cannot complete an assignment or sit a test or examination, refer to www.victoria.ac.nz/home/study/exams-and-assessments/aegrotat

Students who fail to satisfy the mandatory requirements for passing this course 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).

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 spend around 200 hours on course-related activities during the semester, including lectures, tutorials, essay and exam preparation, and self-directed study.

Assessment Requirements

ASSIGNMENT	DUE DATE	WEIGHT
1st Essay (2,000 words) (CO1, CO2, CO3)	Wednesday 23 March	25%
2nd Essay (2,000 words) (CO1, CO2, CO3, CO5)	Wednesday 11 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 (8th 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 Wednesday 23 March)

Please answer one of the following questions:

1. John Stuart Mill in *On Liberty* (published in the mid-19th century) rejected arguments for state intervention based on *paternalistic* considerations arguing that:

the only purpose for which power can be rightfully exercised over any member of a civilized community, against his will, is to prevent harm to others. His own good, either physical or moral, is not a sufficient warrant. He cannot rightfully be compelled to do or forbear because it will be better for him to do so, because it will make him happier, because, in the opinion of others, to do so would be wise, or even right.

Yet, despite Mill's arguments, virtually all governments around the world adopt various policy positions that are based, at least in part, on paternalistic justifications. For instance, cyclists are typically required to wear helmets, seat-belts must be worn when travelling in a car, and many drugs are only available on prescription.

Your task: drawing on at least TWO recent policy issues in New Zealand to illustrate your answer: a) explain briefly the distinction between *paternalistic* and *non-paternalistic* justifications for coercion by the state (i.e. the use of laws and regulations backed by force); b) outline briefly the main types of paternalism; c) discuss why *paternalistic* justifications for state coercion tend to be more controversial than *non-paternalistic* justifications; d) explain why few, if any, government policies are in practice based solely on *paternalistic* justifications; and e) critically assess the circumstances when *paternalistic* justifications for state coercion are likely to be most persuasive. **OR**

2. The idea that some goods and services (as well as human wants) are more meritorious than others remains controversial amongst some policy analysts.

Your task: drawing on at least TWO recent policy issues in New Zealand to illustrate your answer: a) explain briefly what is meant by a 'merit good' and a 'demerit good'; b) explain the technical differences between a 'merit good' and 'externalities', 'public goods' and 'primary goods' (see John Rawls); c) explain how the concept of a merit good relates to the notion of human rights (especially positive rights); d) critically assess whether the concept of a merit good has any validity; and e) explain how the rejection of arguments for state intervention based on merit good considerations might impact on the role of the state. **OR**

3. Government failures in the form of 'regulatory disasters' appear to be relatively common around the world. For instance, poor building practices in the 1990s and early 2000s in New Zealand led to significant losses for many home owners caused by leaky buildings, with total costs estimated as high as \$NZ11.3b. More recently, weak regulation of the mining industry in New Zealand contributed to an explosion in the Pike River mine in 2010 in which 29 people lost their lives. Meanwhile, many observers believe that inadequate regulation of financial markets contributed to the global financial crisis in 2008-09, which has cost governments around the world trillions of dollars.

Your task: drawing on at least TWO recent regulatory disasters in New Zealand to illustrate your answer: a) outline briefly some of the main reasons why regulations designed to protect important values (like human health and safety) sometimes, if not often, fail to achieve their desired results; b) explain the considerations that policy makers need to take into account in designing regulatory frameworks; c) outline briefly the main policy lessons that governments have drawn from the regulatory disasters you are considering; and d) critically assess their policy responses to these disasters. Do you think similar disasters will be less, or more, likely in the future as a result of these responses?

4. Amartya Sen, amongst others, argues that there are different dimensions of value and different categories of goods and services should be valued in fundamentally different ways. For instance, some goods and services should be valued in monetary terms while others (e.g. human body parts) should not. Yet if some goods and services (e.g. ecosystem services) are not valued in monetary terms, there is a risk that they will not be valued at all, and hence misused, exploited or destroyed.

Your task: drawing on at least TWO recent policy issues (either in New Zealand or elsewhere) to illustrate your answer: a) outline the main reasons why some people think that certain things ought not to be valued in monetary terms, nor exchanged on a commercial basis; b) outline how things can be valued by non-monetary means; c) critically assess the proposition that some things ought not to be valued in monetary terms; and d) discuss how societies can protect, via various policy instruments, those things which are not valued (or not only valued) in monetary terms.

SECOND ESSAY (due Wednesday 13 May)

Please answer one of the following questions:

1. Most governments (including those in New Zealand) claim that they are making a 'fair contribution' to addressing the global problem of human-induced climate change. Yet many governments accuse other governments of 'not doing enough'.

Your task: a) outline the principles of fairness (or justice) that are relevant, both globally and domestically, to the issue of burden (or cost) sharing with respect to climate change mitigation and adaptation; b) drawing on these principles, critically assess whether New Zealand's recent and proposed contributions to global efforts to address climate change are fair; and c) critically assess whether fairness or other considerations should guide how governments respond to climate change. **OR**

2. Imagine that you are the Secretary for the Environment. The Parliamentary Commissioner for the Environment has published a report on the impact of climate change on sea level rise. The Minister of Finance, Hon Bill English, has responded to this report publicly indicating that he thinks that the long-term nature of the risk (of sea level rise) means its impact is more speculative than most other risks and that overall the risk is 'too speculative' to require a policy response at this time. Accordingly, there are no grounds for accepting the advice of the Parliamentary Commissioner for him to establish a working group to assess and prepare for the economic and fiscal implications of sea level rise. Your Minister (i.e. the Minister for

the Environment) has asked for a report from your Ministry on the risks surrounding sea level rise.

Your task: a) drawing on the best available scientific evidence, summarize what the relevant experts think about the prospects of sea level rise over the coming century, giving particular attention to the situation facing New Zealand, including the likely impacts; b) discuss the concepts of risk, probability and uncertainty, and assess the probability of significant sea level rise over the coming century; c) offer advice to your Minister on whether the long-term impacts of sea level rise are ‘more speculative’ than most other risks; and d) critically assess the policy options available to New Zealand governments to mitigate the risks associated with sea level rise. **OR**

3. Imagine that you are the Chief Executive of the Ministry of Social Development. Your Minister has asked for your advice on what to do about the fact that many New Zealand children do not have a nutritious diet, with some children going to school without having eaten a proper breakfast and/or without an adequate school lunch.

Your task: a) outline the available evidence regarding the nature and scale of the problems of malnutrition and undernutrition amongst New Zealand children (including insufficient or inadequate food before and during school) in New Zealand; b) outline the steps that recent New Zealand governments and voluntary agencies have taken to reduce these problems; and c) drawing on overseas experience, outline at least three additional interventions that New Zealand governments could take to reduce these problems and critically assess their respective merits. What advice would you give to your Minister?

4. Imagine that you are the Secretary for Justice. Your Minister has asked you for a report on legalizing active voluntary euthanasia in New Zealand.

Your task: a) outline the main ethical, legal and medical arguments both for and against legalizing active voluntary euthanasia; b) discuss whether the principle of *individual autonomy* implies that anyone should have a right to request that they be killed; c) discuss whether the principle of *mercy* implies that anyone experiencing severe suffering, regardless of whether they have a terminal illness, should have a right to request that they be killed; d) critically assess the risks posed by the legalization of active voluntary euthanasia for potentially vulnerable groups (e.g. disabled people, suicidal teenagers and the elderly); and e) make recommendations to your Minister on how the government should respond to calls for active voluntary euthanasia to be legalized.

If you choose to answer questions 2, 3 or 4 for your second PUBL 201 essay, please write your report following the normal requirements of an academic essay, with standard referencing, headings/sub-headings and so forth. But you are most welcome to begin your report with a greeting to the Minister concerned and number your paragraphs.

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 final examination for this course will be scheduled at some time during the following period:

Friday 10th June – Wednesday 29th June (inclusive).

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 <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. A copy of submitted materials will be retained 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.

School of Government Service Standards

Good learning and teaching outcomes for students in School of Government courses depend on many factors, including open, transparent and accountable relationships between teaching and support staff, and students in their various activities. The following service standards indicate some of the key expectations that teaching staff and students can have of each other. In all cases, they represent what the School believes should be ‘normal’ practice; exceptional circumstances can and will be negotiated as required.

Please note that there are University-wide policies relating to assessment – including rights of review and appeal. Details may be found in the Assessment Handbook (which is reviewed and updated from time to time – www.victoria.ac.nz/home/about/avcadademic/publications/assessment-handbook.pdf).

In general terms, any concerns that a student or students may have should be raised with the course coordinator in the first instance. If that course of action is not appropriate, the School’s programme support staff will direct you to the relevant Programme Director/Coordinator.

Standards relating to staff timeliness of responses to email and phone queries:

- Email or phone queries from students will be responded to in 48 hours

Standards relating to availability of course materials:

- Students on modular or intensive courses will usually have course materials at least 4 weeks before the course starts
- Students on weekly courses will usually have course materials available on the first day of the course

Standards relating to attendance:

- It is expected that students will attend all contact teaching sessions for a course. If a student is aware that they will be unable to attend part of a course prior to it commencing, they are required to advise the course coordinator. In such a situation, the student may be declined entry into the course.
- Where a Course Co-ordinator approves some non-attendance before the class commences, the course coordinator may set additional item(s) of assessment of learning and teaching objectives for the course for students unable to attend. Advice relating to the submission and assessment of any such additional assessment will be provided by the Course Co-ordinator.

Variations to the assessment details provided in the course outline:

- Any variation to the assessment details in the Course Outline will be formally agreed between the Course Co-ordinator and students at the earliest possible time, preferably at the beginning of the course.

Standards relating to assignments – turnaround and feedback:

- Unless otherwise agreed between students and the course coordinator, items of assessment will be marked within 15 working days of submission.
- Comments on pieces of assessment will allow students to understand the reasons for the mark awarded, relative to the teaching and learning objectives specified in the course outline, and will usually include advice on how the student can improve their grades in future assignments.

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.

Student Feedback

Student feedback on University courses may be found at www.cad.vuw.ac.nz/feedback/feedback_display.php

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.

Link to General Information

For general information about course-related matters, please go to <http://www.victoria.ac.nz.vbs/studenthelp/general-course-information>

Note to Students

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 academic audit. The findings may be used to inform changes aimed at improving the quality of VBS programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.
