

School of Government

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

Trimester 1, 2013

**COURSE OUTLINE**

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**Names and Contact Details**

Course Co-ordinator: Professor Jonathan Boston  
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James Smart and Carly Soo

**Trimester Dates**

Teaching Period: Monday 4 March to Friday 7 June

End of Year Study Period: Monday 10 June to Thursday 13 June

Examination Period: Friday 14 June to Wednesday 3 July (inclusive)

**Class Times and Room Numbers**

Lecture Timetable:	Tuesday	1.40pm – 2.30pm	RH LT2
	Thursday	1.40pm – 2.30pm	RH LT2
Tutorial Timetable:	Tuesday	12.40pm – 1.30pm	RWW128
	Tuesday	12.40pm – 1.30pm	RHG02
	Wednesday	11.30am – 1.20pm	GB117
	Wednesday	12.40pm – 1.30pm	RWW129
	Thursday	12.40pm – 1.30pm	RWW127
	Thursday	12.40pm – 1.30pm	RWW129

To enrol in your desired tutorial group, you will need to log onto S-Cubed. The PUBL201 allocation will open at 6pm on Tuesday 5<sup>th</sup> March. Confirmation of your tutorial group will be posted on Blackboard on Friday 8<sup>th</sup> March. Tutorials will begin during the week of *Monday 11 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 Friday 15 March 2013.

The standard last date for withdrawal from this course on or before Friday 17 May 2013. 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):**

5 and 7 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): 12, 14, 19, 21 and 26 March, and 4 April**

- 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
  - ‘Transcendental institutionalism’ versus ‘realization-focused comparison’
  - 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
  - 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: THURSDAY 4 APRIL**

### **3. Aspects of the policy process (5 lectures): 9, 11, 16, 18 and 30 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
- 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

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

- a. Climate change (4 lectures): 2, 7, 9 and 14 May
  - Planetary limits – setting safe thresholds and targets
  - The science of climate change – policy making in the context of risk and uncertainty
  - The economics of climate change
  - The political economy issues and the challenge of thinking long-term (tutorial topic)
  - Global policy issues and options
  - Domestic policy issues and options (tutorial topic)

#### **SECOND ESSAY DUE: TUESDAY 14 MAY**

- b. Some key social policy issues (4 lectures): 16, 21, 23 and 28 May
  - The rationale for the welfare state
  - Cash versus in-kind assistance
  - Targeting versus universality
  - Inequality, poverty, and what to do about it
  - Welfare reform – reducing long-term benefit dependency (tutorial topic)
- c. Ethnicity, diversity and the Treaty (2 lectures): 30 May and 4 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): 6 June**

## **Tutorial Topics**

Tutorial 1: 11 – 15 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 recent general elections, including the costs and benefits of the zero interest rate on student loans (introduced after the 2005 general election), Labour's 2008 proposal for a universal student allowance, and the National-led government's repeated minor modifications to the system of student finance (i.e. loans and allowances). What further policy changes do you think would be desirable in the interests of maximizing efficiency, fairness and fiscal sustainability?

Readings: Material 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.

*Supplementary:*

Shaw and Eichbaum, Chs. 1 & 14.

The Treasury, "Student Support Package for Budget 2012" Cabinet Paper, See: <http://www.treasury.govt.nz/publications/informationreleases/budget/2012/pdfs/b12-2349976.pdf>

Tutorial 2: 18 – 22 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, etc.

Readings: 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.

Tutorial 3: 25 March – 5 April: 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, 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: 8 – 12 April: Policy Frameworks: What should be the goal of public policy: justice, freedom, the common good, wellbeing, happiness, 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'? How might the Treasury's new 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, criminal justice, etc.?

Readings: 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 (2011) "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: 15 – 19 April: MMP and the policy process in New Zealand: What is MMP? What difference, if any, has proportional representation made to the policy process and policy outcomes? Is New Zealand better or less well governed? 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 recent 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: Jack Nagel, "Evaluating Democracy in New Zealand under MMP", *Policy Quarterly*, 2, 8, 2012, pp.3-11.

See: <http://igps.victoria.ac.nz/publications/files/8a37a3da5b1.pdf>.

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.

*Supplementary:*

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

Shaw and Eichbaum, Ch. 8

Tutorial 6: 29 April – 3 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.

*Supplementary:*

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

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

Tutorial 7: 6 – 10 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? How might we better 'future proof' the state? How can the political influence of powerful vested interests be curbed or checked? 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>

*Supplementary:*

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; and

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: 13 – 17 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: 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: 20 – 24 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?

Readings: 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: 27 – 31 May: 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: 3 – 7 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.

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.
- 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.
- Tenbensel, 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.
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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.climate-science.org.nz/>

See <http://www.climate-ark.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.

Expert Advisory Group, 2012. *Solutions to Child Poverty: Evidence for Action*, Wellington, Office of the Children’s Commissioner. See [http://www.occ.org.nz/publications/child\\_poverty](http://www.occ.org.nz/publications/child_poverty)

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

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

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

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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**

<b>ASSIGNMENT</b>	<b>DUE DATE</b>	<b>WEIGHT</b>
1st Essay (2,000 words) (all course objectives)	Thursday 4 April	25%
2nd Essay (2,000 words) (all course objectives)	Tuesday 14 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 4 April)**

Please answer one of the following questions:

1. Paternalistic policies and the ‘nanny state’ currently have a bad press in New Zealand and many other liberal democracies. Yet many people continue to believe that it is justifiable to constrain freedom, or at least ‘nudge’ human behaviour in various ways, on the basis of paternalistic considerations. Define what is meant by ‘paternalism’ and explain how paternalistic justifications for the use of coercion by the state differ from non-paternalistic justifications for state intervention (e.g. those based on the private harm principle, the welfare principle, etc.). In your view, do arguments based on paternalistic considerations have any merit and, if so, under what circumstances? **OR**

2. Define what is meant by the terms ‘market failure’ and ‘government failure’ and identify the main types of each kind of ‘failure’. Select one type of ‘market failure’ and identify and assess the policy options that are available to governments to overcome the problem in question. Then, taking into account the risk of government failure, identify and justify your preferred policy solution. **OR**
3. According to the distinguished American economist Lawrence Summers: *‘We all have only so much altruism in us. Economists like me think of altruism as a valuable and rare good that needs conserving. Far better to conserve it by designing a system in which people’s wants will be satisfied by individuals being selfish, and saving altruism for our families, our friends, and the many social problems in this world that markets cannot solve’*. Critically assess this view. In particular, assess whether altruism, generosity and love should be thought of as scarce commodities that are depleted with use, whether there is ever a case for relying on altruism to achieve certain public purposes (such as the supply of blood and body parts for those in need), and whether economic institutions founded solely on selfishness are likely to prove effective and durable. **OR**
4. Many people argue that public policies should be designed to serve ‘the public interest’. Critically assess this proposition. In so doing, explain what ‘the public interest’ means and how it differs (if at all) from related concepts like ‘the common good’? Further, what evaluative criteria should be used to determine whether a particular policy is in the public interest? If you conclude that policies should NOT be designed to serve ‘the public interest’, please explain why you have come to this conclusion and what other goals should guide policy choices. **OR**
5. 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 the nature of a merit good and how the concept of merit goods relates to the notion of ‘positive rights’. Next, discuss why the idea of merit goods is controversial and assess whether it has any value. 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 14 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. Your Minister has asked you for a report in response to a recent paper she has received from a lobby group called “Dead

End”. The paper argues that active voluntary euthanasia should be legalized in New Zealand. Write a report outlining and critically assessing the main ethical, legal and medical arguments for and against legalization. Drawing where relevant on the principles you have covered in the course thus far, provide a clear recommendation (with justifications). **OR**

2. You are a consultant with expertise on climate change policy issues working for the firm ‘Think Twice’. The Minister of Foreign Affairs in Australia has contracted your firm privately to: a) review the decision of the New Zealand government in November 2012 with respect to the Kyoto Protocol: i.e. the decision not to take on a binding responsibility target for the second commitment period (2013-2020). The Minister has also asked your firm to provide him with advice on: b) the climate policy options (both domestic and international) now available to the New Zealand government for the period 2013-20; c) the pros and cons of each option; d) the best option; and e) how the Australian government might be able to persuade the New Zealand government to adopt this option. Write a report for the Minister responding to these various requests. **OR**

3. You are a policy adviser in the New Zealand Treasury. The Minister of Finance has received a detailed report from a welfare lobby group called ‘Equalize’ and has asked for the Treasury to prepare a response. The lobby group, drawing on recent academic and OECD research, argues that the current level of income and wealth inequality in New Zealand (and many other OECD countries) imposes significant economic and social costs, and that active measures should be taken by the government to reduce inequality. Assess the arguments advanced by ‘Equalize’. What advice would you give to the Minister of Finance? **OR**
4. You are an adviser to the Minister of Education. Your Minister has received a report from a think tank called ‘Think Again’ arguing that New Zealand should move to a radically different system for funding the compulsory education system. Rather than using the current (largely) capitation-based funding model, Think Again proposes a new regime of voucher-based funding. In particular, it recommends that the voucher scheme should cover all schools, including integrated and private schools. Under the proposed model, the level of funding per student would be age-adjusted and needs-based, and there would be provision for transport-related costs. In the interests of equity, Think Again argues that schools should not be permitted to charge top-up fees or seek large donations from parents. Property-related costs would be funded separately. Write a report to your Minister briefly explaining the nature of vouchers, the various forms that they can take, and the relative merits of the particular scheme proposed by Think Again. What conclusions can you draw?

## **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 **14 June to 3 July 2013**.

## **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.

## **Link to General Information**

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

## **Notes to Students**

Your assessed work may also be used for quality 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 purposes will be treated as confidential, and the outcome will not affect your grade for the course.