



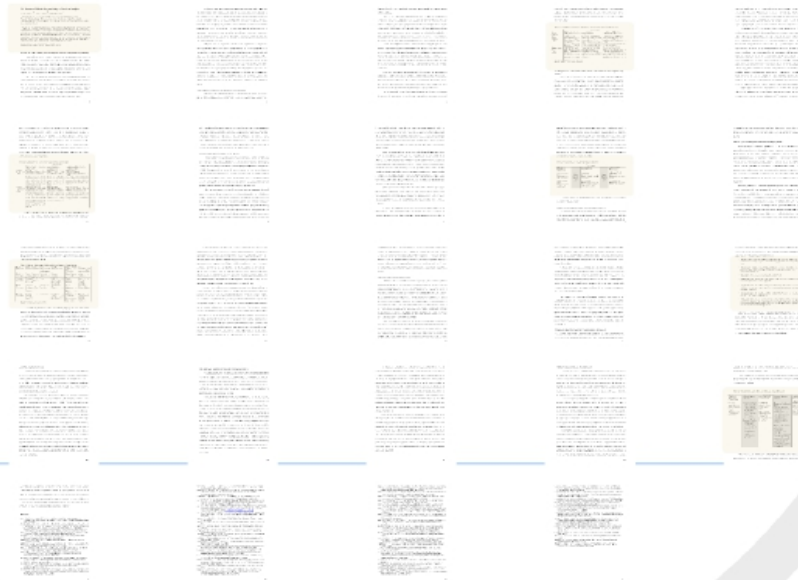
## IPAA 2014 - Perth, Australia October 30, 2014



<p><b>10:00 - 11:00</b> Registration and Welcome Breakfast</p>	<p><b>11:00 - 12:00</b> Keynote: The Future of Public Administration Prof. Dr. John W. Young</p>	<p><b>12:00 - 13:00</b> Lunch</p>	<p><b>13:00 - 14:00</b> Panel: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>14:00 - 15:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>
<p><b>15:00 - 16:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>16:00 - 17:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>17:00 - 18:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>18:00 - 19:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>19:00 - 20:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>
<p><b>20:00 - 21:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>21:00 - 22:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>22:00 - 23:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>23:00 - 24:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>	<p><b>24:00 - 25:00</b> Breakout: The Role of Public Administration in the 21st Century Prof. Dr. John W. Young, Prof. Dr. Michael J. Lapsley, Prof. Dr. David M. Foray</p>



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## The Shape of Things to Come

The IPAA 2014 International Conference is a unique opportunity for public sector leaders from around the world to share their experiences and insights on the challenges and opportunities facing the public sector in the 21st century. The conference will focus on the theme 'The Shape of Things to Come' and will explore the role of public administration in shaping the future of our societies.

The conference will be held at the North Convention and Exhibition Centre in Perth, Australia, on October 29 and 30, 2014. The conference is open to all public sector leaders and is free of charge. For more information, please visit the IPAA website at [www.ipaa.org.au](http://www.ipaa.org.au).

Public administration is the backbone of any society, and it is essential for the well-being of our citizens. The IPAA 2014 International Conference is a unique opportunity for public sector leaders from around the world to share their experiences and insights on the challenges and opportunities facing the public sector in the 21st century.

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## The Elements of Effective Program Design: A Two-Level Analysis

Michael Howlett<sup>1,2</sup>, Ishani Mukherjee<sup>2</sup> and Jeremy Rayner<sup>3</sup>

<sup>1</sup>Department of Political Science, Simon Fraser University, Burnaby, BC, Canada

<sup>2</sup>Lee Kuan Yew School of Public Policy, National University of Singapore, Singapore

<sup>3</sup>Johnson-Shoyama Graduate School of Public Policy, University of Saskatchewan, Saskatoon, Saskatchewan, Canada

**Abstract:** Policy and program design is a major theme of contemporary policy research, aimed at improving the understanding of how the processes, methods and tools of policy-making are employed to better formulate effective policies and programs, and to understand the reasons why such designs are not forthcoming. However while many efforts have been made to evaluate policy design, less work has focused on program designs. This article sets out to fill this gap in knowledge of design practices in policy-making. It outlines the nature of the study of policy design with a particular focus on the nature of programs and the lessons derived from empirical experience regarding the conditions that enhance program effectiveness.

**Keywords:** policy design, program design, public policy

### Introduction: Understanding the Relationship between Policy Design and Program Design

Program design is part of a general effort on the part of governments to systematically develop and implement efficient and effective policies (Bobrow and Dryzek 1987; Bobrow



principles or specific on-the-ground measures and mechanisms (Meijers and Stead 2004, Briassoulis 2005).

**Figure 1: Components of a Policy Mix and the Position of Policy Programs Therein**

	Policy Content		
<b>Policy Content</b>	<b>High Level Abstraction (Policy-Level)</b>	<b>Operationalization (Program-Level)</b>	<b>On-the-Ground Specification (Measures-Level)</b>
<i>Policy Ends or Aims</i>	<b>POLICY GOALS</b> What General Types of Ideas Govern Policy Development? (e.g. environmental protection, economic development)	<b>PROGRAM OBJECTIVES</b> What Does Policy Formally Aim to Address? (e.g. saving wilderness or species habitat, increasing harvesting levels to create processing jobs)	<b>OPERATIONAL SETTINGS</b> What are the Specific On-the-ground Requirements of Policy (e.g. considerations about sustainable levels of harvesting)
<i>Policy Means or Tools</i>	<b>INSTRUMENT LOGIC</b> What General Norms Guide Implementation Preferences? (e.g. preferences for the use of coercive instruments, or moral suasion)	<b>PROGRAM MECHANISMS</b> What Specific Types of Instruments are Utilized? (e.g. the use of different tools such as tax incentives, or public enterprises)	<b>TOOL CALIBRATIONS</b> What are the Specific Ways in Which the Instrument is used? (e.g. designations of higher levels of subsidies, the use of mandatory vs voluntary regulatory guidelines or standards)

Source: Howlett and Rayner, 2013, p.8.

***An Example: U.S. Conservation Policy and the Conservation Reserve Program (CRP) Therein***

Exactly how different abstract and concrete policy elements should be combined to



each state. Specific on-the-ground measures then involve adjustments to policy settings and the calibration of policy tools and tool mixes.

**Figure 2: Components of the U.S. Conservation Reserve Program**

	Policy Content		
	High Level Abstraction (Policy-Level)	Operationalization (Program-Level)	On-the-Ground Specification (Measures-Level)
<i>Policy Ends or Aims</i>	<p><b>GOALS</b> What General Types of Ideas Govern Policy Development?</p> <p>Ecosystem services, or the benefits that people derive from natural systems, need to be secured since they are not accounted for and therefore undercut by the economy.</p>	<p><b>OBJECTIVES</b> What Does Policy Formally Aim to Address?</p> <p>Conserving, re-establishing valuable land cover to help improve water quality, prevent soil erosion and reduce loss of wildlife habitat.</p>	<p><b>SETTINGS</b> What are the Specific On-the-ground Requirements of Policy</p> <p>(e.g). Considerations about which land area types are a priority for the program, mechanisms for setting up payment-transfers through local agencies.</p>
<i>Policy Means or Tools</i>	<p><b>INSTRUMENT LOGIC</b> What General Norms Guide Implementation Preferences?</p> <p>Payments for Ecosystem Services or the logic that the use of financial instruments or creating markets are effective ways to secure ecosystem services by transforming the conservation of positive externalities into financial benefits for local providers.</p>	<p><b>MECHANISMS</b> What Specific Types of Instruments are Utilized?</p> <p>Conditional cash transfers or payment contracts with landowners to conserve instead of develop ecologically sensitive areas.</p>	<p><b>CALIBRATIONS</b> What are the Specific Ways in Which the Instrument is used?</p> <p>(e.g) Rate of yearly payments, length (years) that contracts are valid, enrollment eligibility, , adjusting for ecological sensitivity land over time.</p>

In the CRP example (Figure 2), the specific policy *settings* are the requirements related



landowners reflect the priorities given to the conservation of different land types and to monitor how successfully these agreements are implemented in practice through the fair assessment of yearly payments and contract lengths, for example.

**Figure 3: Program Level “Needs” for Effective Design**

Policy Content				
High-Level Abstraction (Policy-Level)		Operationalization (Program-Level)		On-the-Ground Specification (Measures-Level)
POLICY GOALS <i>What ideas govern policy development?</i>	<b>Policy - Program Linkages (I)</b>	OBJECTIVES <i>What does the policy formally aim to address?</i>	<b>Program – Measure Linkages (II)</b>	SETTINGS <i>What are the specific aims of policy?</i>
INSTRUMENT LOGIC <i>What norms guide implementation preferences?</i>		MECHANISMS <i>What are the specific types of policy instruments or elements and how are they utilized?</i>		CALIBRATIONS <i>What are the specific ways for using the instruments?</i>

Principles and practices of program design related to these two general areas of concern are set out in more detail below.



many possible permutations and combinations of such governance arrangements exist, recent policy and administrative studies have focused on four basic types or “governance modes” found in many jurisdictions (see Table 1).

**Table 1: Different Governance Modes and Policy Capacity Considerations**

Mode of Governance	Central Focus of Governance Activity	Form of State Control of Governance Relationships	Overall Governance Aim	Prime Service Delivery Mechanism	Key Procedural Tool for Policy Implementation
<i>Legal Governance</i>	Legality - Promotion of law and order in social relationships	Legislation, Law and Rules	Legitimacy - Voluntary Compliance	Rights - Property, Civil, Human	Courts and Litigation
<i>Corporate Governance</i>	Management - of Major Organized Social Actors	Plans	Controlled and Balanced Rates of Socio-economic Development	Targets - Operational Objectives	Specialized and Privileged Advisory Committees
<i>Market Governance</i>	Competition - Promotion of Small and Medium sized Enterprises	Contracts and Regulations	Resource/Cost Efficiency and Control	Prices - Controlling for Externalities, Supply and Demand	Regulatory Boards, Tribunals and Commissions
<i>Network Governance</i>	Promotion of Inter-actor organizational Activity	Collaboration	Co-Optation of Dissent and Self-Organization of Social Actors	Networks of Governmental, and Non-Government Organizations	Subsidies and Expenditures on Network Brokerage Activities

Source: Considine and Lewis, 2003.

Each mode of governance listed in Table 1 broadly displays a different focus, form of control, aim and preferred service delivery mechanism and procedural policy orientation which affect and inform design practices and contents. Government actions through legal and network



cover aspects of subsequent mechanism design such as:

- *Boundary rules:* Who is covered by this program? Is participation and coverage automatic or is a new participant allowed to join paying some kind of entry charge, fee or tax?
- *Position rules:* How does an actor move from being a target of a program activities to one with a specialized task in program implementation, such as the chair of a management committee?
- *Scope rules:* What activities are covered by the program?
- *Choice rules:* What choices do various types of actors have in relation to the actions they can or are expected to take in the program?
- *Aggregation rules:* What understandings exist concerning how actors can affect or alter the rules affecting their actions. Do certain actions require prior permission from, or agreement of, others?
- *Information rules:* What information about the program or relevant to it is held secret, and what information is made public?
- *Payoff rules:* How large are the sanctions that can be imposed for breaking any of the rules identified above? How is conformance to rules monitored? Who is responsible for sanctioning nonconformers? How reliably are sanctions imposed? Are any positive rewards offered? (Ostrom 2011 pp. 20-21).



**Figure 4 : Balancing Policy Elements for Effective Program Design**

High-Level Abstraction (Policy-Level)	-Policy-Program Linkages	Policy Content		
		Operationalization (Program-Level)	Program – Measures Linkages	On-the-Ground Specification (Measures-Level)
<p><b>GOALS</b> <i>What ideas govern policy development?</i></p> <p><b>LOGIC</b> <i>What norms guide implementation preferences?</i></p>	<p><b><i>Goodness of Fit</i></b> with</p> <ul style="list-style-type: none"> <li>• Governance styles (legal, corporate, market or network);</li> <li>• Existing state capacities and social capabilities</li> <li>• Multi-level policy-making</li> </ul> <p><b><i>Degrees of Freedom</i></b></p> <ul style="list-style-type: none"> <li>• Working within constraints and existing layers of policy component mixes</li> <li>• Accounting for temporality and historical arrangements of policies</li> </ul>	<p><b>OBJECTIVES</b> <i>What does the policy formally aim to address?</i></p> <p><b>MECHANISMS</b> <i>What are the specific types of policy instruments or elements are how are they utilized?</i></p>	<p><b><i>Maximizing Complementary Effects</i></b></p> <ul style="list-style-type: none"> <li>• Assessing interactions between multiple policy components</li> <li>• Reducing internally conflicting elements and attaining coherence, consistency and congruence between program elements and measures</li> </ul> <p><b><i>Balancing the '4 Es' in policy settings</i></b></p> <ul style="list-style-type: none"> <li>• Equity (both proportionality and equality)</li> <li>• Efficiency (alignment with economic goals such as employment and growth)</li> <li>• Economy (managing budgetary costs)</li> <li>• Environmental Concerns (maintaining sustainability of programs)</li> </ul>	<p><b>SETTINGS</b> <i>What are the specific aims of policy?</i></p> <p><b>CALIBRATIONS</b> <i>What are the specific ways for using the instrument?</i></p>

