

PSCI 4407A
Public Policy: Content and Creation
Mondays, 8:35 am – 11:25 am
Please confirm location on Carleton Central

Instructor: Dr. Clara Morgan
Office: B646 Loeb Building
Office Hours: By appointment
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Course description:

In this course, we will examine elements of the policy development process – agenda setting, formulation, decision-making, and evaluation. We will also cover a variety of theoretical approaches and analytical styles.

The main objective of this seminar is to prepare you in the foundations of public policy theory analysis as well as its ‘real world’ applications. By the end of the course, you should have the acquired skills that will enable you to:

- Synthesize theoretical concepts and approaches to policy analysis and integrate them with the policy process;
- Apply these concepts to the analysis of practical policy problems and to the formulation of policies;
- Compare and contrast differences and similarities across a range of policy areas and/or polities;
- Identify patterns of policy development and policy change across cases and over time.

The seminar aims to achieve these learning objectives through individual and group work. For individual work, you will be asked to write two Briefing Notes to your Deputy Minister. For group work, there will be two assignments. The first group assignment focuses on the presentation of course readings. The second assignment, which is 40% of your grade, involves the development of a Memorandum to Cabinet (MC). The Memorandum to Cabinet is a policy development document that your team will create for your Minister. Your team will present your Memorandum to Cabinet to the class. More detailed information will be provided on these assignments.

You will be given time in class to work on the MC group assignment.

Texts:

1. Required textbook:

- Michael Orsini and Miriam Smith, *Critical Policy Studies*, Vancouver: UBC Press, 2007.

2. Additional Required Readings

- Readings are available in the Political Science Resource Room, C666 Loeb. The Resource Room is open from 8:45 a.m. – 4:15 p.m.
- Textbooks are also available on reserve at MacOdrum Library.
- Other readings are available electronically through the university network¹ or on-line from various websites.

Evaluation:

Attendance & Participation	15%	Attendance sheet to be signed in class Contribution to class discussions	
Individual Assignments:			
- Briefing Note 1	10%	2 pages – policy analysis	Due February 2
- Briefing Note 2	10%	2 pages – policy analysis	Due February 23
Group Assignments:			
- Course Readings	10%	Group presentations on readings	
- Memorandum to Cabinet	40%	Topic Proposal for MC 10 – 12 MC Powerpoint presentation Templates & evaluation rubric will be distributed	Due February 9 March 16-30 March 16-30
Take Home Exam	15%	Critique – Memorandum to Cabinet	Due April 6: To be handed in to me, in my office, between 8:30 am and 10:30 am.

Team Work:

For the Group Assignments, you will be asked to provide a description of each team member's contribution. A template will be provided to the team. If the team experiences any type of challenges, then you should let me know as soon as possible.

Web CT:

Course information and certain course content will be posted on Web CT. Emails from the instructor will be regularly sent out from Web CT so please ensure that you forward Web CT emails to your carleton.connect email. I would encourage teams to also make use of Web CT as a communication tool.

¹ You would go to the Library Catalogue and type out the Journal title. You should be able to access the article electronically.

Grading:

Assignments will be graded with a percentage grade. To convert this to a letter grade or to the university 12-point system, please refer to the following table.

Percentage	Letter grade	12-point scale	Percentage	Letter grade	12-point scale
90-100	A+	12	67-69	C+	6
85-89	A	11	63-66	C	5
80-84	A-	10	60-62	C-	4
77-79	B+	9	57-59	D+	3
73-76	B	8	53-56	D	2
70-72	B-	7	50-52	D-	1

All assignments must be handed in as *hardcopies* directly to the instructor. For late assignments, the Department of Political Science's drop-off box may be used (located outside B640 Loeb Building, the box is emptied every weekday at 4 p.m. and papers are date-stamped with that day's date). **Assignments sent per email will not be accepted.** Assignments will be returned in class. If assignments are handed in with a self-addressed stamped envelope, they will be returned by mail.

Lateness Policy:

Unless a medical (or equivalent) excuse is provided, late assignments will be penalized by two (2) percentage points per day (including weekends); assignments more than a week late will receive a mark of 0%.

Attendance Policy:

This is a seminar class and you are expected to attend every session. Furthermore, your teammates depend on your presence since class time will be allocated to group assignment work.

Participation Policy:

You are expected to contribute to class discussions and to demonstrate that you have completed the course readings. See Appendix 1, "Active Reading and Preparing for Seminar Discussions", and Appendix 2, "Participation Grading Guide".

Preliminary Course Schedule²:

WEEK 1 Monday, January 5: Introduction

Review Course Outline, Evaluation Criteria, Assignments, Required Readings

Introduction to the Policy Process Model

- Howlett, Michael and Ramesh, M. *Studying Public Policy: Policy Cycles and Policy Subsystems*, 2nd ed. Toronto: Oxford University Press, 2003. Chapter 1, pp. 1-19.
- Stone, Deborah A., *Policy Paradox: The Art of Political Decision Making*. New York: Norton, 2002. Introduction and Chapter 1, pp. 1-34.

² Please note that changes to the course schedule may be made. The students will be given an uptodate course schedule with these changes incorporated.

WEEK 2 Monday, January 12: The Role of the State and Multi-Level Governance

How do we understand the State?

- Peter Graefe, "Political Economy and Canadian Public Policy," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 2.
- Karen Murray, "Governmentality and the Shifting Winds of Policy Studies," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 8.

Multi-level Governance and Spatial Dimensions

- Rianne Mahon et al, "Policy Analysis in an Era of "Globalization": Capturing Spatial Dimensions and Scalar Strategies," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 3.
- Neil Bradford. Place Matters and Multilevel Governance: Perspectives on a New Urban Policy Paradigm. Policy Options, February 2004, <http://www.irpp.org/po/archive/feb04/Bradford.pdf>.

Teams and Group Assignment 1

What is a Briefing Note? How do you write a Briefing Note?

WEEK 3 Monday, January 19: Inclusion and the Policy Process

- Miriam Smith, "Queering Public Policy: A Canadian Perspective," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 5.
- Olena Hankivsky, "Gender Mainstreaming in the Canadian Context," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 6.

Case Study: Same Sex Rights

CBC News In Depth – Same-Sex Rights

<http://www.cbc.ca/news/background/samesexrights/>

- Where the parties stand

<http://www.cbc.ca/news/background/samesexrights/parties-positions.html>

- The Supreme Court decision

<http://www.cbc.ca/news/background/samesexrights/beforethecourt.html>

- Canada timeline

http://www.cbc.ca/news/background/samesexrights/timeline_canada.html

WEEK 4 Monday, January 26: The Environment

- Stuart Soroka, “Agenda-Setting and Issue Definition”, in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 9.
- Bernstein, S. 2002. “International institutions and the framing of domestic policies: The Kyoto Protocol and Canada’s response to climate change.” *Policy Sciences* 35(2): 203-236. [Available electronically]

Case Study: Canada and Kyoto

CBC In Depth: Robert Sheppard - Reality Check

The difference between Kyoto and the new U.S.-led climate pact that Stephen Harper is suddenly keen to join

<http://www.cbc.ca/news/background/realitycheck/sheppard/20060519.html>

CBC In Depth: Kyoto and beyond. Kyoto Protocol FAQs

<http://www.cbc.ca/news/background/kyoto/>

CBC In Depth Kyoto and beyond Canada-Kyoto timeline

<http://www.cbc.ca/news/background/kyoto/timeline.html>

GROUP ASSIGNMENT WORK

WEEK 5 Monday, February 2: Multiculturalism, Citizenship and Immigration

- Yasmeen Abu Laban, “Political Science: Race, Ethnicity and Public Policy,” in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 7.
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- J. Reitz and R. Banerjee. Racial Inequality, Social Cohesion and Policy Issues in Canada <http://www.irpp.org/books/archive/AOTS3/reitz.pdf>
- Statistics Canada, Economic integration of immigrants' children, Perspectives on Labour and Income, October 2007. <http://www.statcan.gc.ca/pub/75-001-x/2007110/article/10372-eng.htm>

Case Study:

Where does ‘ multiculturalism ’ belong? Canadian Heritage or Immigration and Citizenship?

Speaking points for the Hon. Jason Kenney, P.C., M.P. Minister of Citizenship, Immigration and Multiculturalism at an event with the National Ethnic Press and Media Council of Canada (NEPMCC), Toronto, Ontario, December 12, 2008

<http://www.cic.gc.ca/english/department/media/speeches/2008/2008-12-12.asp>

[Briefing Note Assignment 1 - Due in Class –February 2]

WEEK 6 Monday, February 9: Aboriginal Peoples

- Taiaiake Alfred and Jeff Corntassel, “Being Indigenous: Resurgences against Contemporary Colonialism”, *Government and Opposition*, Vol. 40, No. 4 (Sept. 2005), pp. 597-614. http://www.corntassel.net/being_indigenous.pdf

- Abele, Frances, Katherine Graham, and Allan Maslove. 1999. "Negotiating Canada: Changes in Aboriginal Policy over the Last Thirty Years." In *How Ottawa Spends 1999-2000. Shape Shifting: Canadian Governance Toward the 21st Century*, ed. Leslie A. Pal. Oxford: Oxford University Press. (pp. 251-292) [on reserve]
- Frances Abele, "Between Respect and Control: Traditional Indigenous Knowledge in Canadian Public Policy," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 11.
- Luc Juillet, "Framing Environmental Policy: Aboriginal Rights and the Conservation of Migratory Birds," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 12.

[Memorandum to Cabinet Topic Proposal - Due February 9]

Team presentations of MC Topic Proposal (informal presentations)

**Monday, February 16 – no class
Winter Break, classes suspended**

WEEK 7 Monday, February 23: Labour Market

- McBride, Stephen. "Policy from What? Neoliberal and Human-Capital Theoretical Foundations of Recent Canadian Labour-Market Policy," in Mike Burke, et al., eds., *Restructuring and Resistance: Canadian Public Policy in an Age of Global Capitalism.*, 2000 [available electronically and on reserve]
- Livingstone, David W. and Antonie Scholtz, "Contradictions of Labour Processes and Workers' Use of Skills in Advanced Capitalist Economies," in Vivian Shalla and Wallace Clement, eds., *Work in Tumultuous Times: Critical Perspectives*. Montreal: McGill-Queen's University Press, 2007, pp. 131-162. [on reserve]
- Vosko, Leah, "Gendered labour market insecurities: manifestations of precarious employment in different locations," in Vivian Shalla and Wallace Clement, eds., *Work in Tumultuous Times: Critical Perspectives*. Montreal: McGill-Queen's University Press, 2007, pp. 52-97. [on reserve]

GROUP ASSIGNMENT WORK - MC

[Briefing Note Assignment 2 - Due in Class]

WEEK 8 Monday, March 2: Securitization

- Mark Salter, "Canadian Post 9/11 Border Policy and Spillover Securitization: Smart, Safe, Sovereign?" in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 14.

- Elia Zureik, "Governance, Security and Technology: The Case of Biometrics," *Studies in Political Economy*, Vol. 73, (Spring/Summer 2004), pp. 113-137. [on reserve]

GROUP ASSIGNMENT WORK - MC

WEEK 9 Monday, March 9: Social and Health Policies

- Denis Saint-Martin, "From the Welfare State to the Social Investment State: A New Paradigm for Canadian Social Policy," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 13.
- Michael Orsini, "Discourses in Distress: From "Health Promotion" to "Population Health" to "You are Responsible for Your Own Health," in Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Chapter 16.

GROUP ASSIGNMENT WORK - MC

WEEK 10 Monday, March 16:

Presentations: Memorandum to Cabinet – Groups 1 and 2

WEEK 11 Monday, March 23:

Presentations: Memorandum to Cabinet – Groups 3 and 4

WEEK 12 Monday, March 30:

Presentations: Memorandum to Cabinet – Groups 4 and 5

TAKE HOME EXAM – Due April 6

Academic Accommodations

For students with Disabilities: Students with disabilities requiring academic accommodations in this course must register with the Paul Menton Centre for Students with Disabilities (500 University Centre) for a formal evaluation of disability-related needs. Registered PMC students are required to contact the centre (613-520-6608) every term to ensure that the instructor receives your letter of accommodation. After registering with the PMC, make an appointment to meet with the instructor in order to discuss your needs **at least two weeks before the first assignment is due or the first in-class test/midterm requiring accommodations**. If you require accommodation for your formally scheduled exam(s) in this course, please submit your request for accommodation to PMC by **November 7, 2008 for December examinations**, and **March 6, 2009 for April examinations**.

For Religious Observance: Students requesting accommodation for religious observances should apply in writing to their instructor for alternate dates and/or means of satisfying academic requirements. Such requests should be made during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist, but no later than two weeks before the compulsory academic event. Accommodation is to be worked out directly and on an individual basis between the student and the instructor(s) involved. Instructors will make accommodations in a way that avoids academic disadvantage to the student. Instructors and students may contact an Equity Services Advisor for assistance (www.carleton.ca/equity).

For Pregnancy: Pregnant students requiring academic accommodations are encouraged to contact an Equity Advisor in Equity Services to complete a *letter of accommodation*. Then, make an appointment to discuss your needs with the instructor at least two weeks prior to the first academic event in which it is anticipated the accommodation will be required.

Plagiarism: The University Senate defines plagiarism as "presenting, whether intentional or not, the ideas, expression of ideas or work of others as one's own." This can include:

- reproducing or paraphrasing portions of someone else's published or unpublished material, regardless of the source, and presenting these as one's own without proper citation or reference to the original source;
- submitting a take-home examination, essay, laboratory report or other assignment written, in whole or in part, by someone else;
- using ideas or direct, verbatim quotations, or paraphrased material, concepts, or ideas without appropriate acknowledgment in any academic assignment;
- using another's data or research findings;
- failing to acknowledge sources through the use of proper citations when using another's works and/or failing to use quotation marks;
- handing in "substantially the same piece of work for academic credit more than once without prior written permission of the course instructor in which the submission occurs.

Plagiarism is a serious offence which cannot be resolved directly with the course's instructor. The Associate Deans of the Faculty conduct a rigorous investigation, including an interview with the student, when an instructor suspects a piece of work has been plagiarized. Penalties are not trivial. They include a mark of zero for the plagiarized work or a final grade of "F" for the course. The Department's Style Guide is available at: <http://www.carleton.ca/polisci/undergrad/Essay%20Style%20Guide.html>

Oral Examination: At the discretion of the instructor, students may be required to pass a brief oral examination on research papers and essays.

Submission and Return of Term Work: Papers must be handed directly to the instructor and will not be date-stamped in the departmental office. Late assignments may be submitted to the drop box in the corridor outside B640 Loeb. Assignments will be retrieved every business day at **4 p.m.**, stamped with that day's date, and then distributed to the instructor. For essays not returned in class please attach a **stamped, self-addressed envelope** if you wish to have your assignment returned by mail. Please note that assignments sent via fax or email will not be accepted. Final exams are intended solely for the purpose of evaluation and will not be returned.

Approval of final grades: Standing in a course is determined by the course instructor subject to the approval of the Faculty Dean. This means that grades submitted by an instructor may be subject to revision. No grades are final until they have been approved by the Dean.

Course Requirements: Students must fulfill all course requirements in order to achieve a passing grade. Failure to hand in any assignment will result in a grade of F. Failure to write the final exam will result in a grade of ABS. FND (Failure No Deferred) is assigned when a student's performance is so poor during the term that they cannot pass the course even with 100% on the final examination. In such cases, instructors may use this notation on the Final Grade Report to indicate that a student has already failed the course due to inadequate term work and should not be permitted access to a deferral of the examination. Deferred final exams are available ONLY if the student is in good standing in the course.

Connect Email Accounts: The Department of Political Science only communicates with students via Connect accounts. Important course and University information is also distributed via the Connect email system. It is the student's responsibility to monitor their Connect account.

Carleton Political Science Society: The Carleton Political Science Society (CPSS) has made its mission to provide a social environment for politically inclined students and faculty. Holding social events, debates, and panel discussions, CPSS aims to involve all political science students in the after-hours academic life at Carleton University. Our mandate is to arrange social and academic activities in order to instill a sense of belonging within the Department and the larger University community. Members can benefit through numerous opportunities which will complement both academic and social life at Carleton University. To find out more, please email carletonpss@gmail.com, visit our website at poliscisociety.com, or come to our office in Loeb D688.

Official Course Outline: The course outline posted to the Political Science website is the official course outline.

Appendix 1: Active Reading and Preparing for Seminar

Discussions³

The seminar structure of this course is intended to foster discussion among students of the material. In contrast to lectures, the instructors do not do most of the talking; students themselves are expected to participate and contribute. Students will have varied degrees of comfort with and comprehension of the assigned readings; ideally, those who understand and feel comfortable discussing a reading will help those who feel less confident. Please come prepared to *discuss* what you understand, *question* what you are uncertain of, and *express* your opinions and reactions to the readings. ***In order for this seminar structure to be effective, it is critical that each student has completed the required reading every week.***

Reading the material is not, and should not, be a passive exercise. Effective reading is similar to critical reflection – you should be thinking critically about what you are reading as you read. Effective readers are *active* readers. To be effective, you have to read with *a purpose* and *a plan* and with *concentration*.

Effective readers are organised; they do not just look at words, they search for their meaning. They assimilate what is being read with what they already know; they are active readers who *remember* and *draw conclusions* from the material as it is being read. Some reading will add to your store of knowledge, some will be to gain new information.

As you read, you should:

- know what you are looking for in the reading and how to find it;
- relate new knowledge to old knowledge;
- make patterns and connections;
- ask questions about the text.

Read with a specific purpose in mind. It enables you to focus on the relevant parts of a text and to use appropriate reading strategies. Are you reading:

- to gain background information?
- to gather specific facts?
- to identify the structure of an author's argument?
- to understand a concept?
- to find alternative views to challenge an argument?

Reading Strategically

³Adapted from: Academic Literacy by Jo-Anne Reid (FEHPS), Corinne Buckland (Academic Skills Office TLC), Catherine Clarke and Iain MacKay (Online Unit TLC) University of New England, Armidale, Australia, and the Offshore Manual of Charles Stuart University, Australia.

These reading strategies will enable you to find and absorb information more easily.

Surveying: Reading surface messages to predict content

For example, year of publication: is it recent enough or is it out-of-date?;

table of contents: is the information detailed enough for your purposes?

Skimming: Reading quickly for an overview.

Glance over the entire text to look for relevant or interesting ideas. Reading the first sentence of every paragraph, the topic sentence, should help you to quickly locate the main idea.

Scanning: Reading quickly for specific information Glance at headings and topic sentences of paragraphs for key words and ideas.

This is like looking for a name in a telephone directory.

Reading Complex Material

Some information, particularly that which includes difficult abstract concepts or technical terms, cannot be easily understood on first reading. These strategies often help:

- Read the information several times at least. This may best be done over a day or two, leaving gaps of time between each reading. This clears the head and allows for unconscious processing of the material.
- Read with a dictionary at your side. If there are unfamiliar specialist terms, look them up, either in the dictionary or a glossary.
- Summarize the information into your own words, or try to reconstruct it as a diagram or concept map. This may provide the structure for your notes and exam studying.
- Consult other sources on the same topic, such as the suggested readings in the course syllabus or those cited by the author in the bibliography of the article or chapter. Reading another source may give you a more accessible explanation, or a slightly different but enlightening perspective.
- Remember that reading at this level requires practice. The more you do, the easier it becomes.
- Keep in mind that sometimes academic texts are not well-written, and thus it is not your fault if you do not understand them. The frustration you feel in these circumstances is similar to that of essay markers when ideas are not clearly expressed!
- Be a critical reader.

Reading Critically

Being a critical reader does not mean criticising for the sake of being argumentative. It means understanding how ideas have been arrived at, and evaluating their strengths and weaknesses. Here are some of the main features of critical reading. Use these as guides or questions to structure your reading.

- Recognising the writer's purpose.

- What is the main objective of this reading?
- Recognising the writer's assumptions and underlying values.
- What social, cultural and historical influences are apparent in the author's perspective?
- Recognising patterns of argument.
- What is the basic thesis or argument of the article? What steps does the author take to build the argument and (how) does s/he justify or support it?
- Linking ideas in the text to other ideas and texts.
- How does this piece/argument/theory fit with other readings for this week? From previous weeks?
- Are the different texts compatible, complementary, contradictory?
- Understanding how language choices reflect values and indicate power relations.
- Is the language that of an economist? A feminist? A layperson?
- Is the writer intimidating the reader by using obscure words or jargon?
- Is the writer persuading with emotive words, such as 'statistics', 'democracy', 'moral', 'should'?
- Recognising how the text positions the reader.
- Is the reader being addressed as an academic colleague or researcher?
- Does the writer want the reader to agree or does the writer invite debate?
- Exploring alternatives to the stated idea.
- Do you agree or disagree with the author's argument? Do you find his/her theory/explanation convincing, useful, effective?
- How have others explained this phenomenon, policy or concept?
- Recognising the assumptions and underlying values that **you** bring to your reading.
- What are your personal views on this subject or this policy area?
- How or what influenced these views?
- How do your views influence your interpretation of this reading or this subject?

Appendix
2

Participation Grading Guide²

GRADE	ATTENDANCE	DISCUSSION	READING
9-10	Always	<u>Excellent</u> : leads debates; offers analysis and comments; always has ideas on theme of the readings; takes care not to dominate; asks insightful questions.	Has completed the assigned and recommended readings; is able to address questions formulated by instructors, and pose new ones based on the readings; relates readings to discussions.
7-8	Almost always	<u>Very Good</u> : usually has thoughtful comments and questions; able and frequent contributor.	Has done most assigned and some recommended readings; provides competent analysis of readings when prompted; is able to integrate assigned material to other course material.
5-6	Frequent	<u>Good</u> : has basic grasp of key concepts and occasional ideas on the main theme of the reading; arguments are sporadic and at times incomplete or poorly supported; rarely asks questions.	Displays familiarity with most readings but demonstrates little or no critical analysis of readings in response to questions posed by instructors; is rarely able to relate assigned material to other course material.
3-4	Occasional	<u>Somewhat Poor</u> : remarks in class demonstrate poor or incomplete understanding of concepts; seldom contributes to discussions on key ideas or themes; often digresses or disrupts discussions.	Demonstrates marginal familiarity with assigned material; is unable knowledgeably to respond to questions posed by the instructors or others; is unable to relate assigned material to other course material.
0-2	Rare	<u>Poor</u> : speaks rarely or never; demonstrates no understanding or insight into key themes and topics.	Demonstrates little or no familiarity with assigned material.

² Adapted from Professor William D. Coleman, Department of Political Science, McMaster University.