

**Public Affairs and Policy Management
PAPM 2000**

Policy: Analysis, Implementation and Evaluation

**Lecture and Tutorial Schedule and Readings
Fall Term, 2018**

Lecture: Tuesdays 11.35-1.25

SA 306

Instructor: Dr. Lisa Mills
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email: lisa.mills@carleton.ca
Office hours: Tuesday, 2 p.m. – 4.30 p.m.
or by appointment

Tutorials:

Monday 9.35-10.25 LA D199 Yana Brion
Monday 10.35-11.25 LA D199 Yana Brion
Wednesday 9.35-10.25 LA D199 Sam Henderson
Wednesday 9.35-10.25 PA 234 Sara Reid

Yana Brion: YanaBrion@cmail.carleton.ca
Sam Henderson: SamHenderson@cmail.carleton.ca
Sara Reid: SaraReid@cmail.carleton.ca

Tutorials will start on Wednesday, September 12th.

COURSE DESCRIPTION:

The course has the following learning objectives:

- To introduce students to major concepts and debates in public policy;
- To introduce students to a range of theoretical approaches to understanding policy and decision-making;
- To facilitate students' understanding of Canadian policy-making institutions and their functioning, particularly at the federal level;
- To illustrate selected policy problems using case studies; and

- To indicate the complexity of policy challenges in the current period.

Over the course of two semesters, the course is organized roughly around the typical “stages” of the policy process: agenda-setting and problem definition, policy instrument selection and design, implementation and evaluation. As you will see in the second term, the “later” phases are in fact closely entangled with the earlier ones and vice versa. In both semesters, we will also be considering institutions associated with policy-making, and theories of the policy process.

In the first semester, we will examine the first stage of policy making, as well as two important institutions of policy making in Canada: the federal parliament and political executive. We will also examine some theories of policy making. Analysts/academics have come up with various theories to try to explain what drives policy. Some of these theories look at the way that societal groups – such as organized groups, social movements, or economic classes – influence policy (society-centred theories). Others consider the way in which processes within the state influence policy – the nature of the country’s political institutions, its history, and role of actors inside the state (state-centred theories).

You will encounter many theories and models of policy-making over the course of your degree program. In this course, we will concentrate on institutionalist, social-constructivist, “streams”, pluralist, and class theories. In the second semester, we will also consider gender-based and feminist approaches.

COURSE EXPECTATIONS

You are expected to come to the lectures and the tutorials having done the reading for the week. If you are unable to do both the lecture and the tutorial reading, prioritize the tutorial reading – I will discuss the lecture readings in the lecture.

Please do not spend time on email, Facebook, Snapchat or other social media while in class – it is distracting for me and other students, not to mention you!

You are welcome to record my lectures if you would like to - but please let me know first.

COURSE REQUIREMENTS

Required text:

Leslie Pal. 2014. *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. 5th Edition. Toronto: Nelson Education. Available in the bookstore.

All other readings are available on CuLearn (under “Ares” heading).

Deborah Stone’s book, *Policy Paradox: The Art of Political Decision Making*, 3rd Edition, New York, Norton, is also available in the bookstore. The purchase of this text is optional, not required.

It is expected that you will attend all lectures and tutorials. The lectures will provide a broad overview of the theme selected for that week, as well as detailed analysis and examples. The tutorials will be organized around readings that challenge you to engage in the week's theme in a different or novel way.

For this semester, your assessment will be as follows:

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|--|-----|
| ○ Tutorial attendance and participation | 10% |
| ○ In-class test (November 13th) | 20% |
| ○ Tutorial presentation | 10% |
| ○ Tutorial paper (due one week after one of your tutorial presentation) | 15% |
| ○ Final paper outline (due Friday, November 9) | 10% |
| ○ Final paper (due Tuesday, December 4) | 35% |

All papers should be uploaded on CuLearn before 11.59 p.m. on their due date.

Your grade for the winter term of PAPM 2000 will represent 50% of your final course grade.

EXTENSIONS

Extensions **will not** be granted for essays, except in cases of documentable illness or family/personal emergency.

Late assignments will incur a penalty of 3 marks per day including holidays and weekend days. If the assignment is not submitted within one week of the due date, it will receive a grade of zero. If students miss three or more tutorials, they will receive a grade of zero for their tutorial attendance and participation mark (except in cases of documentable illness or family/personal emergency).

TUTORIALS

Tutorials will meet under the guidance of one of the TAs each week starting on Tuesday, September 11th ending on Friday, November 30th (the specific day for your tutorial depends on your schedule).

Tutorial attendance is mandatory (with the exception of properly documented cases of illness) and forms part of the grade for the tutorial. Missing three tutorials will result in a participation grade of 0%.

General participation in the tutorial discussions is crucial and weighted accordingly. Each student will present on one reading. The expectation is, however, that each week you will have read and carefully considered the assigned readings.

Tutorial Format

The first meeting of the term will be a general discussion of the format and organization of presentations. The following tutorials will be organized around students' presentations and discussion of the tutorial readings.

Presentations (worth 10% of term grade)

There will be two presentations per tutorial session. One student will be assigned to present on each of the tutorial readings. You are welcome to trade reading assignments with your classmates, but you must get approval to do so from your TA.

Your presentation must not exceed five minutes. Your TA will stop you at the five-minute point. There are two reasons for this rule. First, it is to encourage you to focus on the most important elements of the presentation, and the most critical points. We are not looking for a summary of the reading. You are to assess and critique it. Highlight its strengths or weaknesses. Point out gaps in the reading's argument. You should assume your classmates have read the reading and are ready to engage in a spirited but respectful discussion of its key themes and insights. Further guidance on what to cover in your presentation is offered below.

Second, the five-minute cap aims to leave sufficient tutorial time for discussion.

Following the two presentations, each TA will guide you through another 10-15 minutes of discussion on the reading. All section members are expected to engage in this part of the discussion.

We suggest preparing for the presentation in two ways. First, take careful notes, which unpack the reading's argument. The following are some questions to consider in developing these notes. Remember, these are your notes. They will be background material for your presentation, but they are not the material you will want to present.

- What is the author's main argument? (In some cases, the author's argument will be stated clearly, in the introduction to the article or chapter. Take note – this is a very good way to state *your* argument in essays! In other cases, you will have to infer the author's argument – that is, you will determine what the main argument is from your reading of the sub-arguments, examples, or ideas presented by the author).
- What are the *main points* the author makes in support of this argument?
- What information, data, metaphors, or examples does the author use to support the argument? Is the evidence convincing? Are there gaps in the information? Are there key assumptions the author makes in order for the argument to hold true? Does the author's argument make logical sense? That is, do the main points used to support the argument follow logically, or do they contradict one another? Are all the points relevant to the main argument? Do the metaphors used apply to the particular case?

Second, and drawing from your notes, develop your presentation in a way that analyzes and critiques

the article. In doing this, you want to draw out key themes, weaknesses, strengths, or analytic points from the reading that you feel are relevant to and important for the focus of the course. What is it about the author's argument that makes it is very relevant to the future of Canadian federalism? What is at the heart of concerns about the judicialization of Canadian policy making? Are these concerns merited, why or why not? When you detail strengths, weaknesses or key themes, be sure to state your analytic point clearly and concisely and then use evidence from the reading to back up your claim. You want to use your presentation to convince your audience – your tutorial-section classmates – that what you are telling them is important.

Written work

Tutorial paper: (worth 15% of term grade)

The tutorial paper is to be submitted one week after your presentation, at the beginning of the tutorial session. The paper should be 2-3 double-spaced, typed pages, with no more than 12 point, Times New Roman font, one-inch margins, and no fancy lettering or designs to take up space (i.e., roughly 600-800 words). Clearly identify the reading under review, the date of the tutorial, your name, and your TA's name.

Think of the paper as a written version of the analysis you provided in your tutorial presentation. You can even begin to draft the paper as you are preparing your presentation and revise the paper according to the tutorial discussion. Your analysis can take its lead from the tutorial discussion; however, you will be assessed on the basis of how well you have developed your own ideas and assessment of the reading. The paper should seek to present a clear and cogent argument built from the content of the reading.

This paper is intended to be an exercise in expository writing – it should have a beginning, middle, and an end. Do not use point form or bullets. As with the presentation, you are not to summarize the reading. It should be written in a way that seeks to convince your TA of the point or points you wish to make.

Final Paper Outline: (worth 10% of the term grade)

Due Friday, November 9th

The final paper asks you to consider the issue of policy implementation OR policy evaluation in relation to a policy issue. In order to prepare you for writing this paper, you should submit an outline which indicates:

- a tentative thesis statement (this may change in your final essay)
- the policy issue you will examine
- the relevant class reading that you will use
- how you will apply the concepts from the class reading to your issue

The outline should be at least one, but no more than two, pages (or between 400 and 700 words).

In-Class Test (worth 20% of term grade)

There will be one test during the term and it will be administered during the in-class lecture. The test will consist of some multiple-choice questions and some questions requiring short written answers. They will be based on the lectures.

Final paper: (worth 40% of the term grade)

Due Tuesday, December 4th

The final paper will be approximately 10 pages long. There will be three steps involved:

First step. Find a public policy issue or problem that is of interest to you. You can choose pretty much anything here, but it will be easier if the problem is specific rather than general, e.g. “Canada’s response to human rights abuses in Saudi Arabia”, although still a big topic, will be easier than “Canadian foreign policy”. Try to focus on a specific decision (or non-decision). Some examples might be:

- The federal government’s decision to legalize cannabis
- The federal government’s decision to Government of Canada to purchase Kinder Morgan's Trans Mountain Expansion Project
- The Ontario government’s decision to revert to the 1998 sex-ed curriculum

These examples are mainly related to Canadian federal government decisions, but you could also examine decisions/non-decisions from provincial or municipal governments, or from the international arena or other countries. (I recommend decisions within Canada; however, if you are really sold on something else, we can discuss it). If in doubt, please discuss this with your TA or me. The point of the exercise is not in picking the case study; it’s what you do with it!

You will describe it in approximately 2-3 pages.

Second step. Think about the theories of policy and decision-making that we have examined in class. These are

- the rational actor model
- the institutionalist model
- the social constructionist model (Deborah Stone/Carol Bacchi)
- the streams model (John Kingdon)
- the class model
- the pluralist model.

Take **one** (and no more than one!) of these models, and describe it in approximately 2-3 pages. What are the author’s main concepts and ideas?

Third step. Apply the model to the public policy that you have outlined in the first few pages. That is,

how does the model you have chosen help to explain the decision to pursue the particular course of action or inaction you have chosen to look at? What does this theory or model help you to understand about the policy?

Fourth step: Turn all of this into an essay, with an introduction, body, and conclusion. You will be making an argument about the application of a model or theory to your case study, and why a second theory or model is not applicable to the study.

I strongly recommend that you speak to a research librarian for help with your essay – he or she will be able to give you advice on using a research database such as Scopus, the Web of Science, etc.

Some additional suggested research sources:

Newspapers: such as the Globe and Mail, the Toronto Star, the Ottawa Citizen

CBC radio <http://www.cbc.ca>

Academic journals, such as:

Canadian Public Administration
Canadian Journal of Political Science
The Journal of Canadian Studies

Magazines and journals, such as:

Policy Options
Canadian Dimension
Alternatives
Briarpatch

Think tanks, such as:

Institute for Research on Public Policy (IRPP)	http://irpp.org/
The Canadian Centre for Policy Alternatives	https://www.policyalternatives.ca/
Caledon Institute of Social Policy	http://www.caledoninst.org/
C.D. Howe Institute	https://www.cdhowe.org/
Fraser Institute	https://www.fraserinstitute.org/

Political Parties' Websites

Conservative Party of Canada	https://www.conservative.ca/
Liberal Party of Canada	https://www.liberal.ca/
NDP	http://www.ndp.ca
Green Party	http://www.greenparty.ca

Non-governmental organizations' websites may also be useful.

The list above is by no means exhaustive; it's just to get you started.

The paper must draw on concepts from at least one of the readings from the course.

It should have five sections:

1. An introduction, which states your thesis and sets the context for your argument (this should be approximately one page, and no more than one-and-a-half pages)
2. A description of your policy issue (approximately 2-3 pages)
3. A discussion of the concepts from the reading or readings that you will use (approximately 2-3 pages)
4. An analysis of the study, using concepts from the literature set out in section (approximately 2-3 pages)
5. A conclusion, which sums up your argument and possibly speculates on questions for further research and investigation, and/or makes policy recommendations (approximately a page)

The paper should be approximately 10 double-spaced pages in length, and is due on Tuesday December 4th. It is to be submitted via CuLearn.

NB: The deadline for the paper is equivalent to an exam deadline. No extensions will be given except in cases of documentable illness or other circumstances beyond the student's control, and must be petitioned to the Registrar.

Reference Style for Written Work

You are required to use proper citations for all your written work. More details on academic integrity are provided below. Please refer to these, if you are unfamiliar with the general rules of proper attribution.

Please format according to the Chicago author-date system: see

https://www.chicagomanualofstyle.org/tools_citationguide/citation-guide-2.html

ACADEMIC INTEGRITY

The University has adopted a policy to deal with allegations of academic misconduct. This policy is expressed in the document *Carleton University Academic Integrity Policy*. The policy describes in detail its scope of application, principles, definitions, rights and responsibilities, academic integrity standards, procedures, sanctions, transcript notations, appeal process, and records implications.

The complete policy is available at:

<https://carleton.ca/secretariat/wp-content/uploads/Academic-Integrity-Policy.pdf>

PLAGIARISM

Plagiarism is one action which violates Carleton University's standards of academic integrity.

The definition below is from Carleton Academic Integrity Policy, available at the url above.

Plagiarism is presenting, whether intentional or not, the ideas, expression of ideas or work of others as one's own. Plagiarism includes 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. Examples of sources from which the ideas, expressions of ideas or works of others may be drawn from include but are not limited to: books, articles, papers, literary compositions and phrases, performance compositions, chemical compounds, art works, laboratory reports, research results, calculations and the results of calculations, diagrams, constructions, computer reports, computer code/software, and material on the Internet. Examples of plagiarism include, but are not limited to:

- 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, paraphrased material, algorithms, formulae, scientific or mathematical concepts, or ideas without appropriate acknowledgment in any academic assignment;
- using another's data or research findings;
- submitting a computer program developed in whole or in part by someone else, with or without modifications, as one's own; and
- failing to acknowledge sources through the use of proper citations when using another's works and/or failing to use quotation marks.

If you have any questions about how to handle a specific type of source, please feel free to ask. Here are some of my specific pointers on avoiding plagiarism:

- 1) Acknowledge every source from which you have drawn information or ideas for your paper. That is, even if you are not quoting directly from a source, you should still acknowledge where the idea, argument, or information came from.

- 2) Place *every direct quote* from a source in quotation marks (or indent it), and provide an in-text citation for the source.*
- 3) Express other authors' ideas in your own words. If you are outlining someone else's argument, for example, outline it in your own words, and acknowledge the author at the end of your summation of his or her argument or idea(s). *Any words not in quotation marks must be your own words.* This advice has an intellectual as well as a legal purpose: being able to express an author's ideas in your own words is part of your learning process.
- 4) Try not to use quotes too frequently. Quotes should be used when they so beautifully or aptly sum something up that you cannot say it any better. An essay is not a collection of quotes.

ACADEMIC ACCOMMODATION

Requests for Academic Accommodation

You may need special arrangements to meet your academic obligations during the term. For an accommodation request, the processes are as follows:

Pregnancy obligation

Please contact your instructor with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details, visit the Equity Services website: carleton.ca/equity/wp-content/uploads/Student-Guide-to-Academic-Accommodation.pdf

Religious obligation

Please contact your instructor with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details, visit the Equity Services website: carleton.ca/equity/wp-content/uploads/Student-Guide-to-Academic-Accommodation.pdf

Academic Accommodations for Students with Disabilities

If you have a documented disability requiring academic accommodations in this course, please contact the Paul Menton Centre for Students with Disabilities (PMC) at 613-520-6608 or pmc@carleton.ca for a formal evaluation or contact your PMC coordinator to send your instructor your Letter of Accommodation at the beginning of the term. You must also contact the PMC no later than two weeks before the first in-class scheduled test or exam requiring accommodation (if applicable). After requesting accommodation from PMC, meet with your instructor as soon as possible to ensure accommodation arrangements are made. carleton.ca/pmc

Survivors of Sexual Violence

As a community, Carleton University is committed to maintaining a positive learning, working and living environment where sexual violence will not be tolerated, and is survivors are supported through academic accommodations as per Carleton's Sexual Violence Policy. For more information about the services available at the university and to obtain information about sexual violence and/or support, visit: carleton.ca/sexual-violence-support

Accommodation for Student Activities

Carleton University recognizes the substantial benefits, both to the individual student and for the university, that result from a student participating in activities beyond the classroom experience. Reasonable accommodation must be provided to students who compete or perform at the national or international level. Please contact your instructor with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. <https://carleton.ca/senate/wp-content/uploads/Accommodation-for-Student-Activities-1.pdf>

COURSE OUTLINE**Week****1. September 11: Overview of Course and Key Concepts***Lecture Reading:*

Leslie Pal. 2014. *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Fifth Edition. Toronto, Nelson Education. Chapter 1, pp. 1-14 only

Christopher Cochrane, Kelly Blidock, and Rand Dyck. 2016. *Canadian Politics: Critical Approaches*. Toronto, Nelson Education. Ch 1

2. September 18: The Political Context: Indigenous Peoples and Reconciliation*Lecture reading*

Royal Commission on Aboriginal Peoples. 1996. *Report of the Royal Commission on Aboriginal Peoples*, Vol. 1. Ch. 9, The Indian Act and Ch. 16, Principles of a Renewed Relationship.

Tutorial Readings:

Truth and Reconciliation Commission of Canada. *Final Report of the Truth and Reconciliation Commission of Canada*. Vol. 1. Toronto, James Lorimer and Company. Ch 1 Introduction

Emma Battell Lowman and Adam J. Barker. 2015. *Settler: Identity and Colonialism in 21st Century Canada*. Black Point, Nova Scotia: Fernwood Publishing. Ch 3 It's Always About the Land

Further reading (optional!)

See Policy Options' Special Feature, The Indian Act: Breaking Its Stubborn Grip,

<http://policyoptions.irpp.org/magazines/september-2017/the-indian-act-breaking-its-stubborn-grip-2/>

3. September 25: Canadian Political Institutions: The Legislative Branch*Lecture Reading:*

Heather MacIvor. 2010. *Parameters of Power: Canada's Political Institutions*. Toronto, Nelson Education. Chapter 7, Parliamentary Democracy and the Legislative Process

Tutorial Reading:

Dale Smith. 2017. *The Unbroken Machine*. Toronto, Dundurn. Ch 2 A Refresher on Responsible Government

David Docherty. 2005. *Legislatures*. Vancouver, UBC Press. Ch 1

4. October 2: Canadian Political Institutions. The Legislative Branch: Visit to Parliament House.

5. October 9: Canadian Political Institutions. The Executive Branch

Lecture Reading:

Michael S. Whittington. 2007. The Prime Minister, Cabinet, and the Executive Power in Canada, in Glen Williams and Michael Whittington, eds. *Canadian Politics in the 21st Century*, Toronto, Nelson.

Tutorial Reading:

Donald J. Savoie. 2009. Power at the Apex: Executive Dominance, in James Bickerton and Alain-G. Gagnon eds. *Canadian Politics, Fifth Edition*, Toronto, University of Toronto Press, Ch. 6

Ian Brodie. 2018. At the Centre of Government: The Prime Minister and the Limits of Political Power. Montreal, McGill-Queen's University Press. Ch 1. Governing from the Centre: How We Came to See the PM as a Dictator.

6. October 16: Approaches to Policy Analysis: Institutionalism.

Lecture Readings

Mark Bevir. 2009. Key Concepts in Governance, London, Sage. Institutionalism, pp. 110-113

Tutorial Readings:

Miriam Smith. 2008. Political Institutions and Lesbian and Gay Rights in the United States and Canada. New York and London, Routledge. Ch 1 The Comparative Politics of Lesbian and Gay Rights.

Max Cameron. 2018. Political Institutions and Practical Wisdom: Between Rules and Practice. Oxford, Oxford University Press. Ch 1 Runaway

7. October 23: Fall Break. No Class.

8. October 30: Problem Definition*Lecture Reading:*

Leslie Pal. 2014. *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Fifth Edition. Toronto, Nelson Education. Chapter 3

Carol Bacchi. 2009. *Analysing Policy: What's the Problem Represented to Be?* French's Forest, NSW, Pearson. Ch 2 Rethinking policy analysis: Theory and politics.

Tutorial Readings:

Deborah Stone. 2012. *Policy Paradox: The Art of Political Decision-Making*. New York, W.W. Norton & Co. Chapter 1

Joshua Newman and Brian Head. 2017. The National Context of Wicked Problems: Comparing Policies on Gun Control Violence in the US, Canada, and Australia. *Journal of Comparative Policy Analysis*, Vol. 19, No. 1, pp. 40-53

9. November 6: Approaches to Policy Analysis: The Streams Model*Lecture reading:*

John Kingdon. 1995. *Agendas, Alternatives, and Public Policies*, Second Edition, New York, Harper Collins, Chapter 5.

Tutorial Reading:

Gilla Shapiro et al. 2017. A Multiple-Streams Analysis of the Decision to Fund Gender-Neutral HPV Vaccination in Canada. *Preventive Medicine*, Vol 100, pp.123-131

Janique Dubois and Kelly Saunders. 2017. Explaining the resurgence of Métis rights: Making the most of "Windows of Opportunity." *Canadian Public Administration*, Vol 60 No 1 pp. 48-67

10. November 13: In-Class Test.**11. November 20: Approaches to Policy Analysis: Pluralism***Lecture Reading*

Leslie Pal. 2014. *Beyond Policy Analysis*, Chapter 6

Tutorial Reading:

Miriam Smith. 2018. *A Civil Society? Collective Actors in Canadian Political Life*. Toronto, University of Toronto Higher Education, Ch. 1.

D. Linders and L. Ma. 2017. The changing role of the public in policy formulation: From mass media to social media. In Michael Howlett and Ishani Mukherjee, *Handbook of Policy Formulation*, Cheltenham, UK: Edward Elgar, pp. 522-538

12. November 27: Approaches to Policy Analysis: Class*Lecture Reading:*

Leo Panitch. "Elites, classes, and power in Canada," in Michael S. Whittington and Glen Williams eds. *Canadian Politics in the 1990s*, Toronto, Nelson, pp. 152-75, 1995.

Tutorial Reading:

David Macdonald. 2018. *Born to Win: Wealth Concentration in Canada since 1999*.
<https://www.policyalternatives.ca/publications/reports/born-win>

David Weil. 2014. *The Fissured Workplace: Why Work Became So Bad for So Many and What Can Be Done to Improve It*. Cambridge, Harvard University Press. Vignettes and Ch 1.

13. December 4: Review Class.