# PAPM 4000C – Public Policy and Administration

Lectures: Wednesdays 11:35 – 14:25
Lecture Format: In-Person
Fall 2025 – September 03 to December 05
Department of Public Affairs and Policy Management: https://carleton.ca/bpapm/

Instructor: Dr. Michael Campbell
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Office Hours and Location: Wednesdays 9:00 – 11:00
Teaching Assistant: TBA
Brightspace: https://brightspace.carleton.ca/d2l/home/371799

## Course Description:

Public policy and administration are constituted by intricate processes shaped by a diverse array of actors operating within varied social, economic, and political contexts. A deep understanding of these processes is essential for recognizing what makes effective policymaking. Yet, analyzing public policy is often complicated by the absence of consensus on which theories, frameworks, and models best capture both the substance of policy and the dynamics of its formulation and implementation.

To navigate this complexity, the course begins with a critical review of core concepts and debates in the field of public policy and administration, followed by an in-depth examination of the institutional and structural foundations of policymaking. Students will explore the roles of agency, policy networks, and the interplay of actors within and across policy subsystems, with particular attention given to the power of ideas in shaping contemporary policies and outcomes. Moreover, students will also engage with prominent theoretical approaches that explain how issues gain attention, how policy change occurs, and how stability is maintained overtime.

Building on this conceptual and theoretical base, students will apply knowledge to real-world policy challenges, drawing on a range of theoretical perspectives and conceptual frameworks that illuminate different dimensions of the policy process. Through group-based discussions, experiential learning activities, and written and oral assignments, students will cultivate advanced problem-solving and research skills, developing the capacity to assess not only policy content but also the political and administrative processes that drive it.

## Course Format:

Weekly seminars be delivered in person. The focus of each seminar topic can be identified in the **Seminar and Reading Schedule**. Each week's topic indicates assigned readings, which students are expected to read *before* class begins. There are also a number of recommended readings that provide additional insight into weekly topics. Given that this is a seminar class, students are expected to attend each course in its entirety and participate in class discussions and exercises. Aside from the textbook, all other readings can be found on ARES course reserves through Brightspace.

## Learning Outcomes:

Upon completion of this course, students will be able to:

1. Demonstrate in-depth knowledge of the public policy and administration subfield through engagement with advanced scholarly literature

2. Analyze and discuss the political, institutional, and administrative processes that shape public policymaking across diverse contexts

3. Evaluate seminal and contemporary theoretical approaches used for understanding the formulation, implementation, and evaluation of public policy

4. Critically assess and communicate key concepts, theories, frameworks, and models used in the study of public policy and administration through clear and effective writing

5. Articulate complex policy ideas with clarity and confidence in both written and oral forms, contributing thoughtfully to discussions of public policy and administration

## Required Course Materials:

The textbook required for this course can be purchased at the Carleton bookstore (an e-book is also available):

- Cairney, Paul. 2020. *Understanding Public Policy: Theory and Issues*. Second Edition. Bloomsbury Publishing Plc. (Approximate Cost $72.95).

All other readings can be accessed through the AREs reserve system on Brightspace.

## Course Evaluation:

**Submission Policy:** All written assignments must be submitted electronically via Brightspace. Each assignment will have its own dedicated module for uploading. Submissions should be in Microsoft Word format only (PDFs will not be accepted). File names must follow the format: *lastname_firstname_assignment#* (e.g., Smith_Jane_Assignment1).

**Late submission policy:** Any assignments that are submitted after the stated due dates, and without valid reason for extension, will be penalized five percent (5%) per day. Furthermore, any assignment submitted seven days following the stated due date will not be accepted, resulting in an immediate score of zero (0%). Extensions will be granted on a case-by-case basis, and at the discretion of the course instructor. Any requests for extensions must be submitted to the instructor at least 48-hours before an assignment's indicated due date. This requirement will only be waived in the event of emergency. Valid reasons for extension include medical or emergency situations.

**Citation Style:** The citation style for all assignments must be Chicago (author-date). This is to ensure that exact sources of information can be verified by the reader. Guidelines for this style can be found here: https://www.chicagomanualofstyle.org/tools_citationguide/citation-guide-2.html

**General Overview:**

| Assignment/Task: | Due Date: | Value: |
|---|---|---|
| Attendance and In-Class Participation | Ongoing | 20% |
| Policy Brief (Informational) | 17 September | 15% |
| Critical Analysis #1 | 3 September to 15 October | 22.5% |
| Critical Analysis #2 | 29 October to 3 December | 22.5% |
| Critical Memo and Discussion Facilitation | Date assigned to students | 20% |

**Assignments and Evaluation – Details:**
- A note on assignments: *Additional details about assignments will be posted to Brightspace and discussed in-class closer to the due date.*

**Attendance and In-Class Participation (20%):** Students are expected to attend all classes and contribute to seminar discussions throughout the semester. Emphasis is placed on the assigned readings for each week, meaning that students must complete these readings before class time to enable informed and meaningful engagement. Participation is assessed on the quality of contributions, which should demonstrate knowledge of key arguments, debates, concepts, and evidence. In addition, the ability to respond thoughtfully to peers and connect ideas across readings and weeks will also be taken into consideration.

**Policy Brief (Informational) (15%):** Students will prepare a 750-to-1000-word informational briefing note on a public policy of their choice relevant to their area of specialization. The objective is to produce a clear, concise document that effectively communicates the key aspects of the policy problem to an audience of policymakers and stakeholders. The brief should include description of the policy issue, relevant background information, the current state of the problem, and identify the affected stakeholders. Additionally, students should explore the potential consequences of inaction. This assignment will serve as a foundation for the subsequent Critical Analyses by helping students situate theoretical discussions in a concrete policy context related to their specialization.

**Critical Analyses (1 & 2) (22.5% each):** Building on their understanding of the policy issue outlined in the Policy Brief assignment, students will select two weeks from the reding schedule and write a critical analysis for each week's readings. These analyses are not research papers, nor summaries; rather, students must develop a clear, original argument grounded in the assigned texts.

To enhance the relevance and depth of their analyses, students are required to integrate perspectives, examples, or challenges drawn from their area of specialization within public policy and administration. This may involve applying the week's theoretical insights or debates to specific policy issues pertinent to their specialization, demonstrating an ability to bridge theory and practice by connecting abstract concepts to real-world policy challenges. Each critical analysis should be between 1000 and 1200 words.

To encourage independent thinking, each critical analysis must be submitted *before* the corresponding seminar discussing the readings. This helps to ensure originality, as students should rely primarily on evidence from the readings rather than in-class discussions. *Please note that students are not permitted to write a critical analysis for the same week in which they submit their Critical Memo and Discussion Facilitation assignment.*

**Critical Memo and Discussion Facilitation (20%):** In the first seminar, students will choose (or be assigned) a week and readings from the course schedule. Using these readings, they will prepare a 1000-word critical memo that summarizes the core concepts, arguments, and contributions of the literature. In addition to this overview, the memo should include a thoughtful critique of the subject matter, assessing both the strengths and limitations of the readings. Where relevant, students should also situate the assigned readings within broader scholarly debates or connect them to prior seminar discussions and readings. Students will also facilitate discussion by developing three questions that either reflect their readings' theme or engage with ongoing debates explored throughout the course. On the assigned day, students will lead class discussion by offering a verbal recap of key insights found in their memo and they will raise the developed discussion questions. They may also connect the readings they are discussing to a real-world policy case. In so doing, students will guide conversations towards critical engagement with the texts, while also ensuring that the discussion remains focused and, where relevant, connected to real-world policy challenges. *Please note that students are not permitted to write a critical analysis for the same week in which they submit their Critical Memo and Discussion Facilitation assignment.*

## Seminar and Reading Schedule:

**Week 1 (September 3) – The Study of Public Policy and Administration**

- Textbook – Chapter 1: "Introduction to Policy and Policymaking"

- Mill, John Stuart. 1975. "On Liberty of Thought and Discussion," pp. 17-52 in David Spitz ed. *John Stuart Mill, On Liberty: Annotated Text Sources and Background Criticism*. W.W. Norton and Company.

**Week 2 (September 10) – Analyzing Public Policy and Administration**

- Textbook – Chapter 2: "What is Policy and Policymaking?"

- Anyebe, Adam A. 2018. "An Overview of Approaches to the Study of Public Policy," *International Journal of Political Science* 4 (1): 8-17.

- Deleon, Peter. 1999. "The Stages Approach to the Policy Process: What Has It Done? Where Is It Going?" pp. 19-32 in Paul A. Sabatier ed. *Theories of the Policy Process*. First Edition. Westview Press.

- Jann, Werner and Kai Wegrich. 2006. "Theories of the Policy Cycle," pp. 94-123 in Frank Fischer, Gerald J. Miller and Mara S. Sydney eds. *Handbook of Public Policy Analysis: Theory, Politics, and Methods*. Routledge.

*Recommended*:

- Chapter 1 – "Defining Public Administration," pp. 44-94 in Jay M. Shafritz, Christopher Russell, Christopher P. Bodrick, and Albert C. Hyde. 2017. *Introducing Public Administration*. Ninth Edition. Routledge.

- Kraft, Michael E. and Scott R. Furlong. 2007. "Public Policy and Politics," pp. 3-29 in *Public Policy: Politics, Analysis, and Alternatives*. Second Edition. CQ Press.

- Chapter 5 – "Policy Formulation," pp. 132-175 in Michael Howlett, M. Ramesh and Anthony Perl. 2016. *Studying Public Policy: Principles and Processes*. Oxford University Press.

**Week 3 (September 17) – Conceptualizing Power**

- Textbook – Chapter 3: "Power and Public Policy."

- Galston, William A. 2006. "Political Feasibility: Interests and Power," pp. 543-557 in Michael Moran, Martin Rein and Robert E. Goodin eds. *The Oxford Handbook of Public Policy*. Oxford University Press.

- Bleiker, Roland and Amy Kay. 2007. "Representing HIV / AIDS in Africa: Pluralist Photography and Local Empowerment," *International Studies Quarterly* 51 (1): 139-163.

- Scholtz, Christa. 2014. "First Nations Public Administration," pp. 99 to 117 in Charles Conteh and Ian Roberge eds., *Canadian Public Administration in the 21st Century*. CRC Press.

*Recommended:*

- Diefenbach, Thomas. 2019. "Why Michels' 'iron law of oligarchy' is not an iron law – and how democratic organizations can stay oligarchy free'," *Organization Studies* 40 (4): 545-562.

**Week 4 (September 24) – The Evolution of Theories of Public Policy**

- Textbook – Chapter 4: "Bounded Rationality and the Psychology of Policymaking."

- Chapter 2 – "The Nature of Rational Choice Theory," pp. 13-32 in Donald Green and Ian Shapiro. 1994. *Pathologies of Rational Choice Theory: A Critique of Applications in Political Science*. Yale University Press.

- Cairney, Paul and Richard Kwiatowski. 2017. "How to communicate effectively with policymakers: combine insights from psychology and policy studies," *Humanities and Social Sciences Communications*. 3 (37): 1-8.

- Lindblom, Charles E. 1959. "The Science of Muddling Through," *Public Administration Review*. Sixth Edition. 6 (3): 79-88.

*Recommended:*

- De Barros Filgueiras, Fernando. 2022. "Big Data, Artificial Intelligence and the Future of Regulatory Tools," pp. 534-454 in Michael Howlett ed. *The Routledge Handbook of Policy Tools*. First Edition. Routledge.

**Week 5 (October 1) – Institutions and the Dynamics of Change**

- Textbook – Chapter 5: "Institutions and New Institutionalism."

- Mahoney, James and Kathleen Thelen. 2009. "A Theory of Gradual Institutional Change," pp. 1-38 in James Mahoney and Kathleeen Thelen eds. *Explaining Institutional Change: Ambiguity, Agency, and Power*. Cambridge University Press.

- Huntington, Samuel P. 1965. "Political Development and Political Decay," *World Politics* 17 (3): 386-430.

- Chapter 10 – "Institutions and Public Policy," pp. 231-247 in Annelise Dodds. 2013. *Comparative Public Policy*. Palgrave Macmillan.

*Recommended:*

- Levy, Jonah D. 2005. "Redeploying the State: Liberalization and Social Policy in France," pp. 103-127 in Wolfgang Streeck and Kathleeen Thelen eds. *Beyond Continuity: Institutional Change in Advanced Political Economies*. Oxford University Press.

- Derwort, Pim, Nicolas Jager and Jens Newig. 2019. "Towards productive functions? A systematic review of institutional failure, its causes and consequences," *Policy Studies* 52: 281-298.

- Vassallo, Fransesca and Clyde Wilcox. 2006. "Party as a carrier of ideas," pp. 413-421 in Richard S. Katz and William Crotty eds. *Handbook of Party Politics*. Sage Publications.

## Week 6 (October 8) – Policy Context and Complexity

- Textbook – Chapter 6: "Structures, Environments, and Complex Systems."

- Chapter 3 – "Beyond Structure versus Agency, Context versus Conduct," pp. 89-134 in Colin Hay. 2002. *Political Analysis: A Critical Introduction*. Red Globe Press.

- Chapter 5 – "Public Administration and Institutions: The Real World of Organizations and the Machinery of Government," pp. 115-161 in Gregory Inwood. 2014. *Understanding Canadian Public Administration: An Introduction to Theory and Practice*. Second Edition. Pearson.

*Recommended:*

- Chapter 2 – "System Effects," p. 29-92 in Robert Jervis. 1997. *System Effects: Complexity in Political and Social Life*. Princeton University Press.

## Week 7 (October 15) – Public Goods and Collective Action

- Textbook – Chapter 7: "Collective Action Problems in Public Policy."

- Lowery, David. 2016. "Mancur Olsen, *The Logic of Collective Action: Public Goods and the Theory of Groups*," pp. 205-220 in Martin Lodge, Edward C Page, and Steve J. Balla eds., *The Oxford Handbook of Classics in Public Policy and Administration*. Oxford University Press.

- Ostrom, Elinor. 2000. "Collective Action and the Evolution of Social Norms," *Journal of Economic Perspectives* 14 (3): 137-158.

- Hardin, Garrett. 1968. "The Tragedy of the Commons," *Science* 162 (December 1968): 1243-1248.

## Fall Break (October 20-24) – No Classes

## Week 8 (October 29) – Governance

- Textbook – Chapter 8: "Multi-level Governance and Multi-centric Policymaking."

- Chapter 2 – "Policy Implementation in Multi-Level Systems," pp. 18-37 in Charles Conteh. 2013. *Policy Governance in Multi-Level Systems: Economic Development and Policy Implementation in Canada.* McGill-Queen's University Press.

- Stephenson, Paul. 2013. "Twenty years of multi-level governance: 'Where Does It Come From? What Is It? Where Is It Going?'" *Journal of European Public Policy* 20 (6): 817-837.

- Howlett, Michael. 2013. "Policy Advice in Multi-Level Governance Systems: Sub-National Policy Analysts and Analysis," *International Review of Public Administration* 13 (3): 1-16.

**Week 9 (November 5) – Patterns of Stability and Change**

- Textbook – Chapter 9: "Punctuated Equilibrium Theory."

- Baumgartner, Frank R., Bryan D. Jones, and Peter B. Mortensen. 2014. "Punctuated Equilibrium Theory: Explaining Stability and Change in Public Policymaking," pp. 59-105 in Paul A. Sabatier and Christopher Weible eds. *Theories of the Policy Process*. Third Edition. Westview Press.

- Heclo, Hugh. 1978. "Issue Networks and the Executive Establishment," pp. 87-124 in Anthony King ed. *The New American political System*. American Enterprise Institute for Policy Research.

*Recommended:*

- Walgrave, Stefaan and Rens Vliegenthart. 2010. "Why are policy agendas punctuated? Friction and cascading in parliament and mass media in Belgium," *Journal of European Public Policy* 7 (8): 1147-1170.

**Week 10 (November 12) – Advocacy Coalition Framework**

- Textbook – Chapter 10: "The Advocacy Coalition Framework."

- Weible, Christopher M. and Daniel Nohrstedt. 2013. "The Advocacy Coalition Framework: Coalitions, Learning, and Policy Change," pp. 125-138 in Eduardo Araral Jr., et al. eds. *Routledge Handbook of Public Policy*. Routledge.

- Jenkins-Smith, Hank C. and Paul A. Sabatier. 1994. "Evaluating the Advocacy Coalition Framework," *Journal of Public Policy* 14 (2): 175-203.

- Heinmiller, Timothy B. 2024. ""Please Wait, Your Policy is Important to Us" issue prioritization, the ACF, and Canada's failed attempts at cannabis decriminalization, 2003-2005." *Policy Sciences* 57: 621-628.

*Recommended:*

- Sabatier, Paul A. 1998. "The advocacy coalition framework: revisions and relevance for Europe," *Journal of European Public Policy* 5 (1): 98-130.

**Week 11 (November 19) – The Power of Ideas**

- Textbook – Chapter 11: "Ideas and Multiple Streams Analysis."

- Campbell, John L. 2002. "Ideas, Politics, and Public Policy," *Annual Review of Sociology* 28: 21-38

- Howlett, Michael, Allan McConnell and Anthony Perl.2016. "Weaving the Fabric of Public Policies: Comparing and Integrating Contemporary Frameworks for the Study of Policy Processes," *Journal of Comparative Policy Analysis: Research and Practice* 13 (8): 273-289.

- Ackrill, Robert and Adrian Kay. 2011. "Multiple streams in EU policy-making: the case of the 2005 sugar reform." *Journal of European Public Policy* 18 (1): 72-89.

*Recommended:*

- Exworthy, Mark and Martin Powell. 2004. "Big Windows and Little Windows: Implementation in the 'Congested State'," *Public Administration* 82 (2): 263-281.

- Cohen, Michael D., James G. March, and Johan P. Olsen. 1972. "A Garbage Can Model of Organizational Choice," *Administrative Science Quarterly* 17 (1): 1-25.

**Week 12 (November 26) – Policy Learning and Diffusion**

- Textbook – Chapter 12: "Policy Learning and Transfer."

- Gilardi, Fabrizio. 2013. "Transnational Diffusion: Norms, Ideas, and Policies," pp. 453-477 in Walter Carlsnaes, Thomas Risse and Beth A. Simmons eds. *Handbook of International Relations*. Sage Publications.

- de Sá e Silva, Michelle Morais and Osmany Porto de Oliveira. 2023. "Incorporating Time in Policy Transfer Studies: A Comparative Analysis of the Transnational Policy Process

of Conditional Cash Transfers and Participatory Budgeting. *Journal of Comparative Policy Analysis: Research and Practice* 25 (4): 418-438.

- Fernandes, Reynaldo. 2023. "Public Policies and Social Progress: Two Evaluation Models," *Journal of Public Policy* 43 (2): 199-214.

*Recommended:*

- Bennett, Colin J. and Michael Howlett. 1992. "The Lessons of Learning: Reconciling Theories of Policy Learning and Policy Change," *Policy Sciences* 25 (3): 275-294.

**Week 13 (December 3) – Integrating Theories of Public Policy and Administration**

- Textbook – Chapter 13: "Conclusion: Policy Theory and Accumulated Wisdom."

- Cairney, Paul. 2013. "Standing on the Shoulders of Giants: How Do We Combine the Insights of Multiple Theories in Public Policy Studies?" *The Policy Studies Journal* 41 (1): 1-21.

- Wong, Joseph. 2014. "Comparing beyond Europe and North America," pp. 163-185 in Isabelle Engeli and Christine Rothmayr Allison eds. *Comparing Public Policies: Conceptual and Methodological Challenges*. Palgrave Macmillan.

# Appendix

### i.     Academic Integrity and Plagiarism

The University Academic Integrity Policy defines plagiarism as "*presenting, whether intentionally or not, the ideas, expression of ideas or work of others as one's own.*"  This 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, artworks, laboratory reports, research results, calculations and the results of calculations, diagrams, constructions, computer reports, computer code/software, material on the internet and/or conversations.

Examples of plagiarism include, but are not limited to:

- any submission prepared in whole or in part, by someone else, including the unauthorized use of generative AI tools (e.g., ChatGPT)

- 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 without appropriate acknowledgement

- submitting a computer program developed in whole or in part by someone else, with or without modifications, as one's own

- failing to acknowledge sources with proper citations when using another's work and/or failing to use quotations marks."

Plagiarism is a serious offence that cannot be resolved directly by the course's instructor.

The Associate Dean of the Faculty follows a rigorous process for academic integrity allegations, including reviewing documents and interviewing the student, when an instructor suspects a violation has been committed. Penalties for violations may include a final grade of "F" for the course.

### ii.     Use of Generative Artificial Intelligence Tools (e.g., Chat GPT)

Any use of generative AI tools to produce assessed content is considered a violation of academic integrity standards. This applies to take-home assignments, exams, or class discussions.

### iii.     Requests for Academic Accommodation

Carleton is committed to providing academic accessibility for all individuals. You may need special arrangements to meet your academic obligations during the term. The accommodation

request processes, including information about the *Academic Consideration Policy for Students in Medical and Other Extenuating Circumstances*, are outlined on the Academic Accommodations website (students.carleton.ca/course-outline).

- If you require supporting documentation for short-term considerations, you may only request the Academic Consideration for Coursework form. You may **not** request medical notes or documentation.

- Consult the Academic Consideration Policy for instructors information page for more details.

### iv.     Statement on Student Mental Health

As a student you may experience a range of mental health challenges that significantly impact your academic success and overall well-being. If you need help, please speak to someone. There are numerous resources available both on- and off-campus to support you. For more information, please consult https://wellness.carleton.ca/

- Mental Health Resources:

**Emergency Resources** (on and off campus)

- Crisis/Urgent Counselling Support: 613-520-6674 (Mon-Fri, 8:30-4:30)
- Suicide Crisis Helpline: call or text 9-8-8, 24 hours a day, 7 days a week.
- For immediate danger or urgent medical support: call 9-1-1

**Carleton Resources**

- Mental Health and Wellbeing: https://carleton.ca/wellness/
- Health & Counselling Services: https://carleton.ca/health/
- Paul Menton Centre: https://carleton.ca/pmc/
- Academic Advising Centre (AAC): https://carleton.ca/academicadvising/
- Centre for Student Academic Support (CSAS): https://carleton.ca/csas/
- Equity & Inclusivity Communities: https://carleton.ca/equity/

**Off Campus Resources**

- Distress Centre of Ottawa and Region: call 613-238-3311, text 343-306-5550, or connect online at https://www.dcottawa.on.ca/
- Mental Health Crisis Service: call 613-722-6914 or toll-free 1-866-996-0991, or connect online at http://www.crisisline.ca/
- Good2Talk: call 1-866-925-5454 or connect online at https://good2talk.ca/
- The Walk-In Counselling Clinic: for online or on-site service https://walkincounselling.com

### v.      Final Grade Approval

As per the Carleton University Undergraduate Calendar, letter grades are assigned based on the following percentages:

|   | + |   | – |
|---|---|---|---|
| **A** | 90-100 | 85-89 | 80-84 |
| **B** | 77-79 | 73-76 | 70-72 |
| **C** | 67-69 | 63-66 | 60-62 |
| **D** | 56-59 | 53-56 | 50-52 |
| **F** | Below 50 | | |

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

### vi.      Statement on Student Conduct

Student or professor materials created for this course (including presentations and posted notes, labs, case studies, assignments and exams) remain the intellectual property of the author(s). They are intended for personal use and may not be reproduced or redistributed without prior written consent of the author(s).

### vii.     Student Conduct

All communications, whether in-person or via e-mail should be professional and respectful and should remain consistent with the Student Rights and Responsibilities Policy:
https://carleton.ca/studentaffairs/student-rights-and-responsibilities/