

JSGS 806: Public Policy Analysis

	UNIVERSITY OF REGINA CAMPUS	UNIVERSITY OF SASKATCHEWAN CAMPUS
INSTRUCTOR:		Alana Cattapan
PHONE:		(306) 986-8677
E-MAIL:		alana.cattapan@usask.ca
OFFICE HOURS:		Wednesdays 4:00-5:00pm or by appointment
OFFICE LOCATION:		Diefenbaker 152
TERM:		Fall 2017
ROOM:		Prairie Room, Diefenbaker Building
DATE AND TIME:		5:30-8:30pm

ACKNOWLEDGEMENT OF TRADITIONAL TERRITORY

The University of Saskatchewan is situated on Treaty Six Territory and the homeland of the Métis. Reconciliation and recognition are integral to ethical public policy making in Canada and are a starting point for discussions in this course.

CALENDAR DESCRIPTION

Public Policy Analysis (JSGS 806) focuses on the analysis of the processes whereby public policies arise and are enacted in Canada. The course compares theories and models of policy making and decision making to illustrate the special requirements of the Canadian environment and examines the roles of various participants in the policy process: legislators, political parties, interest groups, administrators and administrative structures, citizens, and the judiciary.

LEARNING OBJECTIVES

- To improve students' capacity for collaboration, teamwork, and delegation through small and large group work
- To improve students' oral and written communication skills through written assignments, in-class discussion, and presentations
- To improve students' understanding of public policy in terms of theory and praxis, as well as the identification of key challenges for contemporary policy making and analysis



- To improve students' understanding of the role of different actors in the policy process, focusing on the role of policy analysts
- To improve students' understanding of (implementation and evaluation) as central parts of the policy process as well as some of the challenges presented by the contemporary emphasis on evaluation and accountability
- To improve students' knowledge of policy analysis and the policy making process, and to apply this knowledge to specific policy issues and fields

ATTRIBUTES OF JSGS GRADUATES

- 1. Management, Governance, and Leadership: Ability to inspire support for a vision or course of action and successfully direct the teams, processes, and changes required to accomplish it.
- 2. Communication and Social Skills: Ability to communicate effectively and build enduring, trust-based interpersonal, professional relationships.
- 3. Systems Thinking and Creative Analysis: Ability to identify key issues and problems, analyze them systematically, and reach sound, innovative conclusions.
- 4. Public Policy and Community Engagement: Ability to understand how organizational and public policies are formulated, their impact on public policy and management and how to influence their development.
- 5. Continuous Evaluation and Improvement: Commitment to on-going evaluation for continuous organizational and personal improvement.
- 6. Policy Knowledge: Ability to analyze and contribute content to at least one applied policy field.

COURSE CONTENT AND APPROACH

Public policy analysis has alternately been described as a science and an art. On the one hand, analyzing public policy involves a systematic approach to problem identification, definition, and solving through a weighing of evidence and options. From this view, policy analysis involves a set of tools that should be applied as objectively as possible to determine the best possible policy options to be enacted for the public good. On the other hand, every part of the process of policy making is intensely political, and imbued with longstanding histories of power and privilege that shape what problems are seen to arise and what options are possible. From this view, objectivity is never possible and the "public good" depends on who comprises the "public" and who benefits from notions of the "good."



This course intends to help you think about policy analysis from both of these perspectives—as both science and art—and to find ways to navigate a middle ground as policy scholars and/or practitioners. It proceeds in three parts. To begin, we will examine some of the theories and concepts relevant to the contemporary study of public policy. Then, we will work through the "policy cycle" identifying how policy is made in theory and in practice, as well as how and when various stages of the policy cycle are most effective. We will conclude the course by studying some factors that further complicate the policy cycle, including federalism, timing of policy making, and intersectionality.

Each class will include a presentation on the required readings (either by the professor or students), as well as a sustained discussion of the readings. You are expected to do all of the readings for each week and to come prepared to discuss all of the week's readings at length.

REQUIRED COURSE READINGS

- Pal. Leslie. Beyond Policy Analysis: Public Issue Management in Turbulent Times.
 Toronto: Nelson Education. [I've ordered copies of the most recent edition through the University of Saskatchewan, but please feel free to get either the 3rd, 4th, or 5th edition of this textbook. I use the 4th edition, but they're all pretty much the same and it is expensive, so any of these editions will do].
- All other readings will be made available via Blackboard [BB], the University of Saskatchewan library (online) [Library] or by following the links provided.

COURSE OUTLINE

Section A: Introduction to Public Policy Analysis

Session 1 – Defining Public Policy and Public Policy Analysis (September 13, 2017)

Topics: Overview of the course, introduction to the topics and key concepts, understanding public policy

- Pal. Leslie. "Chapter 1: Policy Analysis: Concepts and Practice." *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education.
- [BB] Stone, Deborah. 2002. "Introduction." *Policy Paradox: The Art of Political Decision Making*. New York: Norton. pp. 1-14.



- [BB] Lorde, Audre. 1984. "The Master's Tools Will Never Dismantle the Master's House." Sister/Outsider. Berkley, CA: The Crossing Press. pp. 110-113
- [BB] Prince, Michael. 2007. "Soft Craft, Hard Choices, Altered Context: Reflections on 25 Years of Policy Advice in Canada." In Laurent Dobuzinskis, Michael Howlett, David Laycock, eds., *Policy Analysis in Canada: The State of the Art*. Toronto: University of Toronto Press. pp. 21-47.

Session 2 – On Values and Making Good Public Policy (September 20, 2017)

Key questions: What values should inform public policy making? What is the "public

interest"? What is the "public good"?

Required Readings:

- Romanow, Roy. 2008. "Time to Connect Social Objectives to Public Policy."
 Saskatoon StarPhoenix. Available via https://uwaterloo.ca/canadian-index-wellbeing/files/uploads/files/May2008-connectsocialobjectives_Romanow.pdf
- [BB] Siu, Bobby. 2014. "Principles of Good Public Policy." *Developing Public Policy: A Practical Guide*. Toronto: Canadian Scholars' Press. pp. 75-88.
- [BB] Stein, Janice Gross. 2002. *The Cult of Efficiency*. Toronto: Anasi. Chapters 1-3. (Available also as a podcast here -- http://www.cbc.ca/radio/ideas/the-2001-cbc-massey-lectures-the-cult-of-efficiency-1.2946866 -- listen to parts 1-3).
- Alfred, Gerald Taiaiake. 2017. "The Great Unlearning." https://taiaiake.net/2017/02/28/the-great-unlearning/

Session 3 – (Some) Theories of public policy analysis: an overview (September 27, 2017)

Key questions: What different approaches have been used to study public policy

over time? What are their main ideas, themes, and frameworks?

Required Readings:

• [BB] Olson, Mancur. 1965. *The Logic of Collective Action*. Boston: Harvard University Press. pp. 1-16.



- [Library] Lindblom, Charles E. "The Science of 'Muddling' Through. *Public Administration Review* 19.2 (Spring 1959): 79-88.
- [BB] Graefe, Peter. 2007. "Political Economy and Canadian Public Policy." In Michael Orsini and Miriam Smith, eds., *Critical Policy Studies*. Vancouver: UBC Press. pp. 19-40.
- [BB] Pierson, Paul. 2006. "Public Policies as Institutions." In Ian Shapiro, et. al, eds., Rethinking Political Institutions: The Art of the State. New York: New York University Press. pp. 114-131.
- [BB] Bacchi, Carol. 1999. *Women, Policy and Politics: The Construction of Social Problems*. London: Sage. pp. 50-64.

Section B: The Policy Cycle

Session 4 – Agenda Setting I: Problem definition (October 4, 2017)

Key questions: What is the policy cycle? Where do policy ideas come from? How

does a problem emerge?

- Pal. Leslie. "Chapter 3: Problem Definition in Policy Analysis." *Beyond Policy Analysis: Public Issue Management in Turbulent Times.* Toronto: Nelson Education.
- [BB] Werner, Jann and Kai Wegrich. 2007. "Theories of the Policy Cycle." In Frank Fischer, Gerald J. Miller and Mara S. Sidney, *Routledge Handbook of Public Policy Analysis: Theory, Politics, and Methods*. Boca Raton: CRC Press. pp. 43-62.
- McCallum, John. 2003. "Getting it Right: When the Big Idea Becomes a Bad Idea."
 Policy Options. http://policyoptions.irpp.org/magazines/big-ideas/getting-it-right-when-the-big-idea-becomes-a-bad-idea/
- [BB] Kingdon, John. 2011 [1984]. "How Does an Idea's Time Come." *Agendas, Alternatives, and Public Policies*. 2nd Ed. New York: Longman. pp. 11-20.
- [Library] Stone, Deborah. 1989. "Causal Stories and the Formation of Policy Agendas." *Political Science Quarterly* 104(2): 281-300.



 Black, Rachel and Aleta Sprague. 2016. "The 'Welfare Queen' is a Lie." The Atlantic. https://www.theatlantic.com/business/archive/2016/09/welfare-queen-myth/501470/

Session 5 – Agenda Setting II: Actors, Policy Networks, and Institutions (October 11)

Key questions: How do different actors influence the emergence and recognition of a

policy problem? Who is the "public" in public policy?

Required Readings:

- Pal. Leslie. "Chapter 6: Policy Communities and Networks." Beyond Policy Analysis: Public Issue Management in Turbulent Times. Toronto: Nelson Education.
- Phillips, Susan D. and Michael Orsini. 2002. "Mapping the Links: Citizen Involvement in the Policy Process." CPRN Discussion Paper. Ottawa: CPRN. http://rcrpp.ca/documents/11418 en.pdf
- [Library] Montpetit, Éric. 2003. "Public Consultations in Policy Network Environments: The Case of Assisted Reproductive Technology Policy in Canada." Canadian Public Policy 29(1): 95–110.
- Fiske, Jo-Anne and Annette J. Brown. 2008. *Paradoxes and Contradictions in Health Policy Reform: Implications for First Nations Women*. Vancouver, BC: Centre for Excellence in Women's Health. http://bccewh.bc.ca/2014/02/paradoxes-and-contradictions-in-health-policy-reform-implications-for- first-nations-women/.

Session 6 – Policy Formulation I: Analysis (October 18, 2017)

Key questions: What counts as evidence? How do different understandings of objectivity,

bias, and the "good" evidence apply to public policy analysis?

Required readings:

Townsend, Thomas and Bob Kunimoto. 2009. "The Case for Evidence-Based Policy."
 Capacity, Collaboration and Culture: The Future of the Policy Research Function in
 the Government of Canada. Ottawa: Policy Horizons Canada. pp. 5-11.
 http://www.horizons.gc.ca/eng/content/case-evidence- based-policy



- [BB] Young, Shaun. 2014. "Introduction: Evidence-Based Policy-Making: The Canadian Experience." Evidence-Based Policy-Making in Canada. Toronto, ON: Oxford UP. pp. 1-25.
- [BB] Abele, Frances. 2007. "Between Respect and Control: Traditional Indigenous Knowledge in Canadian Public Policy." In Michael Orsini and Miriam Smith, eds. *Critical Policy Studies*. Vancouver, BC: UBC Press pp. 233-256.
- Hernandez, Moses. 2012. "The Politics of Knowledge in Policy Analysis." Pimatisiwin:
 A Journal of Aboriginal and Indigenous Community Health 10(2): 153-160.

 http://www.pimatisiwin.com/uploads/vol11/04Hernandez.pdf

Session 7 – Policy Formulation II: Instruments and Design (October 25, 2017) (Guest instructor – Martin Boucher)

Key Questions: What is the best way to solve a policy problem, once defined? What tools

can and should be used? Can citizens be incited to act through effective

policy?

Required Readings:

- Pal. Leslie. "Chapter 4: Policy Instruments and Design." *Beyond Policy Analysis: Public Issue Management in Turbulent Times* Toronto: Nelson Education.
- Treasury Board of Canada. 2007. Assessing, Selecting, and Implementing Instruments for Government Action. https://www.canada.ca/en/treasury-board-secretariat/services/federal-regulatory-management/guidelines-tools/assessing-selecting-implementing-instruments-government-action.html
- [Library] Schneider, Anne and Helen Ingram. 1990. "Behavioural Assumptions of Policy Tools." *Journal of Politics* 52(2): 510-529.
- [Library] Sovacool, Benjamin K., and Michael H. Dworkin. 2015. "Energy Justice: Conceptual Insights and Practical Applications." *Applied Energy* 142: 435-444.

Session 8 – Implementation and Evaluation (November 1, 2017) *****Briefing notes due

Key questions: How should policies be implemented and evaluated? What are the

challenges to doing so effectively?



Required Readings:

- Pal. Leslie. "Chapter 5: Policy Implementation" and "Chapter 7: Evaluation." Beyond Policy Analysis: Public Issue Management in Turbulent Times Toronto: Nelson Education.
- Weaver, Kent. 2009 "If You Build It, Will They Come? Overcoming Unforeseen
 Obstacles in Policy Implementation." (Tansley Lecture). Saskatoon: Johnson
 Shoyama Graduate School of Public Policy.
 https://www.schoolofpublicpolicy.sk.ca/documents/research/archived-publications/tansley-publications/2009_Tansley%20Publication.pdf
- Savoie, Donald J. 2016. "The Accountability Act Breeds Its Own Problems." Policy
 Options http://policyoptions.irpp.org/magazines/april-2016/the-accountability-act-breeds-its-own-problems/.
- Abele, Frances. 2012. "Is Evaluation a Tool for Social Justice? Reconciliation?
 Control? Reflections on the Canadian Experience in Indigenous Affairs." Better
 Indigenous Policies: The Role of Evaluation. Canberra: Melbourne Productivity
 Commission. http://www.pc.gov.au/research/supporting/better-indigenous-policies/13-better-indigenous-policies-chapter11.pdf

Section C: Complicating the Policy Cycle

Session 9 - Challenges I: Incrementalism, Federalism (November 8, 2017)

Key questions: How do factors like timing and political context alter the possibilities and potential success of public policy making?

- [Library] Lindblom, Charles E. "Still Muddling: Not Yet Through." *Public Administration Review* 39.6 (November-December 1979): 517-526.
- [BB] Atkinson, Michael. 2011. "Lindblom's Lament: Incrementalism and the Persistent Pull of the Status Quo." *Policy and Society* 30(1): 9-18.
- [Library] Boothe, Katherine. 2012. "How the Pace of Change Affects the Scope of Reform: Pharmaceutical Insurance in Canada, Australia and the UK." *Journal of Health Politics, Policy and Law* 37(5): 779-814.



- [BB] McRoberts, Kenneth. 1993. "Federal Structures and the Policy Process." In Michael Atkinson, ed. *Governing Canada: Institutions and Public Policy*. Toronto: Harcourt Brace Jovanovich Canada. pp. 149-177.
- [BB] Atkinson, Michael, Daniel Béland, Gregory P. Marchildon, Kathleen McNutt, Peter. W.B. Phillips, and Ken Rasmussen. 2013. "Introduction." *Governance and Public Policy in Canada: A View from the Provinces*. Toronto: University of Toronto Press. pp. xc-xxii.

------------Note: No class on November 15 for reading week------Note: No class on November 15

Session 10 – Challenges II: GBA+ and Intersectionality (November 22, 2017)

Topics: Gender, identity, and diversity are integral to public policy making and the context of real life in which policy is made. How can we better account for and address different experiences and privilege in public policy analysis?

Readings and Resources:

- Status of Women Canada. 2017. What is GBA+? and The Government of Canada's Approach. http://www.swc-cfc.gc.ca/gba-acs/index-en.html and http://www.swc-cfc.gc.ca/gba-acs/approach-approche-en.html
- Cattapan, Alana, Cindy Hanson, Jane Stinson, Leah Levac, and Stephanie Paterson.
 "The budget's baby steps on gender analysis." *Policy Options*. 27 March 2017.
 http://policyoptions.irpp.org/magazines/march-2017/the-budgets-baby-steps-ongender-analysis/
- [Library] Scala, Francesca and Stephanie Paterson. 2017. "Gendering Public Policy or Rationalizing Gender? Strategic Interventions and GBA+ Practice in Canada." Canadian Journal of Political Science 50(2): 427-442.
- Crenshaw, Kimberlé and Abby Dobson. 2016. "The Urgency of Intersectionality." Ted Talk. Available from:
 https://www.ted.com/talks/kimberle_crenshaw_the_urgency_of_intersectionality#t-960786
- [BB] Hankivsky, Olena et. al. 2012. "Intersectionality-Based Policy Analysis." *An Intersectionality-Based Policy Analysis Framework*. Vancouver, BC: Institute for Intersectionality Research and Policy. pp. 33-45.



• [Library] Dhamoon, Rita. 2010. "Considerations on Mainstreaming Intersectionality." Political Science Research Quarterly XX(X): 1-14.

Session 11 – Student-selected readings (November 29, 2017) ***Take home exam distributed

Topics:

For this class, we will be examining topics that were underexplored over the course of the term or were not included in the syllabus that are of interest to the class. The topics and readings will be selected by the class over the course of the term. As there are too many important topics to address in such a limited time, this class will give us the opportunity to address those topics that the class feels are most important, but not addressed adequately by the syllabus or in earlier class discussions. Readings will be made available online.

Required Reading: TBA

Session 12 – Conclusions and contemporary challenges (December 6, 2017)

****Take home exam due

Topics: Wicked Problems and Scheming Virtuously

- Morrison, Val. 2013. Wicked Problems and Public Policy. Quebec: National Collaborating Centre for Healthy Public Policy. http://www.ncchpp.ca/docs/WickedProblems_FactSheet_NCCHPP.pdf
- [BB] Lorde, Audre. 1984. "The Master's Tools Will Never Dismantle the Master's House." *Sister/Outsider*. Berkley, CA: The Crossing Press. pp. 110-113. [Read it again]
- Charney, Nicholas. 2010. Scheming Virtuously: A Handbook for Public Servants. https://drive.google.com/file/d/0BzOQy76s3T_vY2wyZ3Y3cng0Yjg/view



EVALUATION:

Participation 20%Seminar Facilitation 10%

• Critical Reading Reflections 30% (10*3)

Briefing Note
 Final (take home) exam
 20% (due November 1)
 20% (due December 6)

DESCRIPTION OF ASSIGNMENTS:

All written assignments should be typed, double spaced, in 12pt Times New Roman font and must follow a recognized citation style (MLA, APA, or Chicago style). Proofread carefully, as grammar and clarity of language are important to conveying your ideas well. All assignments are due in hard-copy in the first ten minutes of the class in which they are due. Any papers handed in later than ten minutes after the beginning of class will be considered late (and will not be accepted without prior arrangements with the instructor).

- **Participation:** The success of this course is dependent on student preparation for class, and engagement in class discussion. This is reflected in that 20% of the course grade is dedicated to thoughtful, engaged class participation. Students should be prepared to engage in class activities and to offer their insights on the readings.
- **Seminar Facilitation**: Students are each responsible for working in groups to lead discussion during one seminar. This will include introducing the readings with a 30-minute presentation, followed by the facilitation of discussion (including asking questions to promote conversation). Presentations should not summarize the readings, but rather should review their major arguments and themes, identifying areas of convergence, tension, and points of interest. Groups and topics will be selected during the second class (Session 2).
- Critical Reading Responses: For any three of the weeks between Sessions 2 and 10, students will produce a critical reflection on some or all of the week's readings. The reflection papers should be no more than 500 words, and are due the week the topic is discussed in class. Further details will be made available via Blackboard.
- Briefing notes: Each student will be required to write a one page technical briefing
 to a minister or senior official on a contemporary policy issue. Topics will be
 distributed in class and further instructions provided in class (and uploaded to
 Blackboard). This assignment is due in class on November 1, 2017.
- Final (take home) exam: TBD



LATE ASSIGNMENTS

Assignments are due in hard copy in the first ten minutes of the class (on the date they are due). Late assignments will not be accepted unless prior arrangements have been made. If you encounter extenuating circumstances that will interfere with your ability to complete assignments on time, please contact the instructor as soon as possible. Plan accordingly.

ACADEMIC INTEGRITY AND CONDUCT

Understanding and following the principles of academic integrity and conduct as laid out in the University of Saskatchewan's Guidelines for Academic Conduct is vital to your success in graduate school (available at

www.usask.ca/university_secretary/council/reports_forms/reports/guide_conduct.php).

Ensuring that your work is your own and reflects both your own ideas and those of others incorporated in your work is important: ensuring that you acknowledge the ideas, words, and phrases of others that you use is a vital part of the scholarly endeavour. If you have any questions at all about academic integrity in general or about specific issues, contact any faculty member and we can discuss your questions.

STUDENTS NEEDING DISABILITY (AND OTHER) ACCOMMODATIONS

Learning occurs differently for different people, and students may experience different kinds of challenges at different times in the term or on an ongoing basis. Students who have physical, medical, learning, or psychiatric disabilities (or other needs) that require accommodations should advise me as soon as possible where appropriate, so accommodations can be made.

There are also various services available to assist with accommodations and other services you might need. Disability Services for Students (DSS) can be reached at 966-7273 or you can find out more about their services here -- https://students.usask.ca/health/centres/disability-services-for-students.php. If you think you might need their services for any reason, I encourage you to contact them as soon as possible.

Students in this course who are experiencing stress or otherwise may want to speak to a counsellor can seek assistance from the University of Saskatchewan Student Counselling Services. For more information, please visit this website: https://students.usask.ca/health/centres/counselling-services.php, or call (306) 966-4920 between 8:30 a.m. to 4:30 p.m. Monday to Friday

Please note that wherever possible, I am happy to provide alternate formats to readings, integrating different approaches to teaching, and otherwise ensure that our classroom is an inclusive and accessible space. Please feel free to discuss any concerns about learning accommodations with me.



CHILDREN IN CLASS

Children are an important part of many people's lives and many students who are parents (like those who are not) seek to balance their lives at work, at home, and in the classroom. I intend for my classroom to be an accommodating place that supports students who are caregivers and parents. This policy comes from Dr. Melissa Cheyney from Oregon State University, and I adopt (and adapt) it here with permission:

- 1) All breastfeeding babies are welcome in class as often as is necessary. I never want students to feel like they have to choose between feeding their baby and continuing their education. You and your nursing baby are welcome in class anytime.
- 2) For older children and babies, unforeseen disruptions occur, and I don't want you to be in the position of having to choose between missing class to stay home with a child or leaving them with someone you (or your child) is uncomfortable with. While this is not meant to be a long-term childcare solution, occasionally bringing a child to class in order to cover gaps in care is acceptable.
- 3) I ask that all students work with me to create a welcoming environment that is respectful of all forms of diversity, including diversity in parenting status.
- 4) In all cases where babies and children come to class, I ask that you sit close to the door so that if your little one needs special attention and is disrupting learning for other students, you may step outside until their need has been met. Non-parents in the class, please reserve seats near the door for your parenting classmates.
- 5) Finally, I understand that often the largest barrier to completing your coursework once you become a parent is the tiredness many parents feel in the evening once children have *finally* gone to sleep. The struggles of balancing school, childcare and often another job are exhausting! I hope that you will feel comfortable disclosing your student-parent status to me. This is the first step in my being able to accommodate any special needs that arise. While I maintain the same high expectations for all student in my classes regardless of parenting status, I am happy to problem solve with you in a way that makes you feel supported as you strive for school-parenting balance.