CARLETON UNIVERSITY
SCHOOL OF PUBLIC POLICY AND ADMINISTRATION

PADM 5116F: POLICY ANALYSIS & CONTEMPORARY GOVERNANCE

SYLLABUS
FALL TERM 2014

Instructor: Prof. Leslie A. Pal
Office: RB 5132
Telephone: (613) 520-2600 ext. 2554
Class: Thursday, 8:30 – 11:30
Starts: September 4, 2014
Ends: December 4, 2014
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lesliepal@gmail.com
Office Hours: Wednesday 3:00 – 4:00, or by appointment

COURSE DESCRIPTION

This course is designed to provide students with an understanding of public policy, decision-making, and the key elements of the policy process. The focus is in large part on Canada, but not exclusively so. The emphasis is on understanding contemporary theoretical and practical debates about public policy and public management. Readings will illustrate cutting-edge discussions in the field, but at the same time contribute to your grasp of the underlying frameworks that can help us understand the policy process. As much as possible, there will be a concerted effort to link theoretical discussions to practical concerns around policy formulation and implementation. The broad theme of the course is that the policy-making world has changed dramatically in the last decade, forcing reconsideration of the traditional tools of policy analysis and public management.

The course is a literature-based graduate seminar, and students will be expected to complete all the readings and be ready to engage in spirited but civil discussion at each class. Assignments and readings have been designed to provide the appropriate platform for strong participation and engagement. The first part of the course emphasizes theory and the second part emphasizes applied policy analysis, but there is a balance of theory and application throughout the course since the two cannot be separated in the real world.

LEARNING OUTCOMES

At the end of this course, you will be able to:

- Identify key aspects and weaknesses of the analytical paradigm in policy studies
- Understand and explain the fundamental features of the changing domestic and international context of policy-making
• Apply new analytical skills to make sense of both the content of policy and the policy process itself
• Outline the major challenges governments face in making policy in the new millennium

TEACHING APPROACH
I will be adopting a variation of the “flipped classroom” method (for more information, see http://www.techsmith.com/flipped-classroom.html; http://www.cirtl.net/node/7788). Classes will usually begin with a short lecture about the readings and themes, followed by presentations and plenary discussion of key themes in the readings. I will randomly ask students questions about the readings, so please be prepared. The remaining class time may often be devoted to group work on selected problems, followed by informal group presentations on findings. Depending on availability, I may invite one or two guest speakers through the term. The format will vary, but the intent is to encourage active engagement and group work/sharing in class.

cuLEARN
cuLearn is the university’s on-line course system. When you go to the Carleton University main page, you see a button for cuLearn on the top right. You login with your Carleton ID and password, and all your courses (including this one) will be listed.

Please be sure that you are familiar with cuLearn, since I will be using it extensively for the course. It is where you will upload assignments and papers, find your grades, corrected assignments, e-mails from me (though any e-mails sent through cuLearn go to your general Carleton e-mail account as well), a bulletin board, news, and additional resources as I/we post them through the term. There is a help facility in cuLearn once you log on (bottom left of the screen), as well as support through CCS (http://carleton.ca/ccs/all-services/website/culearn/).

STUDENT RESPONSIBILITIES
Students are expected to:

• Read the materials assigned each week. I encourage students to do this in small informal groups of their own choosing.
• Come to class prepared to answer as well as pose questions. Remember that I will be making “cold calls,” i.e., asking questions randomly.
• Engage in class discussions and group work.
• Submit assigned work on time and by deadline.

Students are also expected to be thoroughly familiar the University’s standards on academic integrity, as set out in sections 18.3, 18.4, and 18.5 of the General Regulations of the Graduate Calendar (see http://calendar.carleton.ca/grad/gradregulations/administrationoftheregulations/#18), and in greater detail in the Carleton University Academic Integrity Policy (see http://www1.carleton.ca/senate/ccms/wp-content/ccms-files/Academic-Integrity-Policy.pdf).
particular note in both documents are the sections on plagiarism, the most serious academic offence. Instructors are required to report all suspected cases of this violation to the Faculty Dean.

REQUIRED TEXTS


REQUIREMENTS

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Percentage</th>
<th>Due Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Research Paper Outline</td>
<td>10%</td>
<td>Monday, October 6, 12:00 pm</td>
</tr>
</tbody>
</table>
| Mid-Term                     | 30%        | Thursday, October 16 [Hand-out]
|                              |            | Thursday, October 23 [Return] |
| Research Paper               | 40%        | Monday, December 8, 12:00 pm |
| Participation                | 20%        | General and response (10%)/seminar (10%) |

Participation

Students are expected to do all the readings and come prepared to class. At the outset of each class, I will provide some remarks to set the readings and the issues in context, but the remainder of each seminar will consist of presentations and discussion. The grade is based on the quality of the contributions, not the quantity, and is for both regular class contributions and seminar presentation (see below).

Seminar Presentation

Each course reading will be presented and critiqued by a member of the class. The ability to analyse, critique, and present a complex document/article as well as lead a discussion around it is a highly valuable professional skill required in all career paths.

You should assume that everyone has read the materials. The presentation should not be a linear summary or description of the reading. Rather it must be thematic and analytical. It should be organized around a set of questions about the theme for that week, and how the reading is connected to that theme. Sample questions could include:

- What are the implications of the arguments in the reading for the issue for this week, and for previous weeks?
- What are the practical consequences for policy analysis or policy-making from the reading?
• Are there important weaknesses or contradictions in the reading? What assumptions are being made in the reading, and are they warranted?
• What evidence does the author present? Does it support the general argument?
• Were you persuaded by the argument? If so, why? If not, why not?

In addition to these questions, you can develop several more that are specifically keyed to the topic being discussed that week. At least 24 hours before the class, presenters should circulate via cuLearn their two-pager (bullet points are fine) and list of questions – no more than four per presenter.

The presentation should be 15 minutes in length. Presenters should think through how they can make their presentation appealing and comprehensible. Short hand-outs are required (which may be in the form of PowerPoint pages), and please include a short bio of the author or authors. After the presentation, the student will lead a short discussion. Be prepared with additional questions and comments to stimulate the discussion. Real-world examples or illustrations of theoretical points in the readings are also welcome where appropriate. Remember that concise, informative and interesting oral presentations are also a key professional skill.

Seminar: Lead Responses
For each class, students will be assigned to serve as respondents on at least one reading. In this role, your aim will be to provide a response to the presentation prepared by your classmate. As a minimum, read the hand-out and questions posted on cuLearn and prepare answers to the questions. I will be calling on you first in the discussion to provide your responses to these questions and additional comments you feel require consideration. Five minutes should be sufficient for the response.

Research Essay Outline
It should be no more than 1,000 words in total, excluding references (roughly four double-spaced pages).

It should contain the following:
• A tentative title.
• A succinct introductory paragraph that briefly outlines the problem/issue that you are examining, why it is important, and how you propose to proceed.
• A longer section that fleshes out the issue/problem, and provides a more developed analysis of why the problem is important.
• The research question that will guide the work.
• A list of at least five sources that you have consulted and a sentence or two on what they contain, as well as a short list of other possible sources.
• A brief outline of the paper.
• A word count (please place at top of first page, along with your name)
Papers should be submitted via cuLearn. Your paper must be in Word format (not PDF), with a file name as follows: yourlastname_BN.

**Mid-term**
The mid-term will be a take-home exam. The exam will be distributed at the end of class on October 16 and is due on October 23. It will consist of two essay style answers chosen from a list of several questions. The questions will provide you with an opportunity to integrate the readings and class discussions.

The mid-term should be submitted via cuLearn. Your paper must be in Word format (not PDF), with a file name as follows: yourlastname_MT

**Applied Policy Analysis Research Essay**
The research paper will be about 5,000 words in length (about 20 double-spaced pages, not including notes or appendices). Please cite the word count at the top of the first page, along with your name. Extensions will be granted only in cases of documented illness or serious domestic affliction.

The paper will analyze a policy issue of your choice, but it must utilize the conceptual tools studied in the first part of the course. The policy issue does not have to be restricted to Canada – it can be Canadian, something taking place in another country or collection of countries (e.g., the EU), or a comparative analysis of how the issue is tackled here and in other countries.

The final paper must be properly cited, including Internet sources. Please format according to the style used in the Pal textbook: the American Psychological Association (APA) style. Refer to the bibliography of the text to see how different sources are formatted. You may also want to consult the APA style manual (http://www.apastyle.org/).

Papers should be submitted via cuLearn. Your paper must be in Word format (not PDF), with a file name as follows: yourlastname_RP

**GRADING**
The following explanation of grades is the policy of the School of Public Policy and Administration.

In graduate school, expectations about analytical abilities and performance are higher than in undergraduate work, and what is an acceptable grade is also different. Whereas a C+ is a passing grade in undergraduate studies, it is not in graduate school. We have expanded upon the grading system outlined in the Graduate Calendar in order to give you a fuller description of standards. This explanation is intended to provide clarification of the Graduate Calendar, and does no override it.

Carleton University uses a 12-point grading scale from A+ (12) to D- (1). Your overall Grade Point Average (GPA) will be calculated on the basis of this 12 point scale and the final evaluation you
receive in courses will be submitted as letter grades corresponding to this scale. Here is how to interpret grades in terms of our expectations of performance:

<table>
<thead>
<tr>
<th>Letter Grade</th>
<th>Carleton Numerical System</th>
<th>% Ranges</th>
<th>Explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>A+</td>
<td>12</td>
<td>90-100</td>
<td>For written work, virtually publishable. Demonstrates exceptional evaluative judgement, outstanding critical thinking, and mastery of technical as well as literary aspects of writing.</td>
</tr>
<tr>
<td>A</td>
<td>11</td>
<td>85-89</td>
<td>Demonstrates superior grasp of material, very strong critical thinking, and capacity to understand and extend underlying patterns.</td>
</tr>
<tr>
<td>A-</td>
<td>10</td>
<td>80-84</td>
<td>Demonstrates strong grasp of material, its component parts, and capacity to analyze their relationships to each other.</td>
</tr>
<tr>
<td>B+</td>
<td>9</td>
<td>77-79</td>
<td>Demonstrates clear understanding of material and ability to apply concepts. Written work is competent.</td>
</tr>
<tr>
<td>B</td>
<td>8</td>
<td>73-76</td>
<td>Satisfactory, but below average. Demonstrates comprehension of material, reasonable but not strong analytical capacity, with limitations in the ability to apply concepts.</td>
</tr>
<tr>
<td>B-</td>
<td>7</td>
<td>70-72</td>
<td>Clearly below average. Demonstrates comprehension and understanding, with limited capacity for application. Communication skills problematic.</td>
</tr>
<tr>
<td>C+</td>
<td>6</td>
<td>67-69</td>
<td>Did not demonstrate an adequate understanding of the material or the ability to apply the concepts. Writing and/or presentations show serious problems.</td>
</tr>
<tr>
<td>C to D-</td>
<td>5</td>
<td>50-66</td>
<td>Grades in this range indicate work that is passable in some respects but does not meet the standards of graduate work.</td>
</tr>
<tr>
<td>F</td>
<td></td>
<td></td>
<td>Did not meet minimal requirements.</td>
</tr>
</tbody>
</table>

Grades of A- or B+ should be considered as good, solid performance. Statistically, the mean for graduate courses at the Master’s level is between B and B+. A grade of B- is a signal that your work was weak in some important respect. Normally, graduate students do not get credit for courses with a grade less than B-.

In the case of this course, final grades will be awarded as letter grades, but I will calculate your final grades based on the weighted mean of the grade point equivalencies. Example: A- on an exam worth 30%; B+ on a paper worth 45%; and B for participation worth 25%:

\[
\text{A-} = 10 \times 0.30 = 3.00
\]
B+ 9 x .45 = 4.05
B 8 x .25 = 2.00
Final 9.05 or B+

Please note in the example above that your letter grade will correspond to the interval in which your numerical grade falls (e.g., anything between 9.0 and 9.9 is a B+).

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: Write to me 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: http://www.carleton.ca/equity/

Religious obligation: Write to me 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: http://www.carleton.ca/equity/

Academic Accommodations for Students with Disabilities:

1. Identify your needs for disability-related academic accommodations to the Paul Menton Centre (PMC), supported by relevant and recent documentation from a registered health care professional, by booking an intake appointment with a PMC Coordinator. Documentation forms are available for download on the PMC website http://www.carleton.ca PMC website http://www.carleton.ca/pmc/.
2. With appropriate documentation and your input, your PMC Coordinator will formally evaluate your needs for accommodation by establishing a protocol. Factors taken into consideration when establishing an accommodation protocol are the specific impact of your disability on academic functioning, the degree of the impact, the extent in which your documentation supports your requests, and whether the accommodation will significantly compromise the essential requirements and/or academic integrity of the course or program.
3. You must request accommodations at the beginning of each academic term. New students are required to meet their PMC Coordinator in the Fall and Winter Terms. If you are a returning student, you may have the option of submitting your request for accommodation on line via myPMC.
4. You will be issued a “Letter of Accommodation” for each course, stating your documented accommodation needs. The Letter is sent by email to your course instructor and your Carleton email.
5. You are required to speak to your course instructor soon after receiving the Letter to discuss how best to implement your accommodations. Please note that a 2-week notice is required for instructors to make accommodation arrangements for any in-class scheduled tests/quizzes/midterm exams.
6. The deadline to request accommodations for formally scheduled exams each term is published on the PMC website, on the Deadline Dates page [http://www.carleton.ca/pmc/students/dates-and-deadlines/](http://www.carleton.ca/pmc/students/dates-and-deadlines/).

7. If your course instructor does not agree to any or all of your accommodations as stated on your Letter of Accommodation, you should contact your PMC Coordinator to request that s/he initiates an informal review of the decision.

You can visit the Equity Services website to view the policies and to obtain more detailed information on academic accommodation at [http://www.carleton.ca/equity/](http://www.carleton.ca/equity/)

**SEMINAR SCHEDULE AND READINGS**

This provides a general plan for the course. Changes in the plan may be necessary, and can be made at the discretion of the instructor.

**Part 1: Conceptual, Analytic and Theoretical Foundations**

Week 1 (September 4): Introduction and Overview


Week 2 (September 11): Policy Analysis: Concepts, the Profession, and Players


Week 3 (September 18): Why is Policy Making Under Pressure, and How are Policy Problems Defined?


Levant, Ezra, Ethical Oil: The Case for Canada’s Oil Sands (Toronto: McClelland and Stewart, 2010), Introduction, chaps 1-2, Conclusion.

Zuzuki, David and Faisal Moola, “It will take more than rebranding to make tar sands oil ‘ethical’,” http://www.davidsuzuki.org/blogs/science-matters/2011/02/it-will-take-more-than-rebranding-to-make-tar-sands-oil-ethical/?gclid=CNrU3O_zlcACFYVDMgodf2gAAw

Week 4 (September 25): How are Policies Designed?


Week 5 (October 2): What are the Challenges of Implementation?

Simulation Materials for Week 6 (October 9) distributed and groups formed


Week 6 (October 9): Simulation

Simulation exercise.

Week 7 (October 16): How do we Evaluate Policy?

MID-TERM DISTRIBUTED THIS CLASS


Week 8 (October 23): Research Essay Presentations

MID-TERM DUE THIS CLASS

No readings assigned this week. The class will be devoted to brief (5 minute) presentations of progress reports on the applied policy analysis research paper. Your presentation must review the following:
What is the topic/problem/issue being examined?
What are the specific concepts from the class that the paper will employ?
What has been uncovered to date, any problems encountered?

_Skip_ class on October 30th due to Reading Week_

**Week 9 (November 6): How do we Communicate Policy?**


**Part 2: Case Studies of Policy Dynamics**

Week 10 (November 13): A Global “Good Governance” Agenda?

The aim of this week’s class is two-fold. First, the intent is to introduce you to the global movement to encourage good governance, both among developed and developing states. Second, the intent is to have you apply the analytic tools discussed in the weeks on policy design, implementation, and evaluation.

There will be two aspects to the week’s activities. First, several background readings are noted below. You need to read at least a few of them, though I don’t expect you to read all of them. They serve as background for what you will be doing in the class exercise; hence, they provide some important ideas for how you should approach your teamwork.

Second, you are to come prepared to spend the class working on the organization you’ve been assigned. Your team will have to address the issues noted below. At the end of the class, each team will make a ten-minute presentation on:
The problem they see the organization addressing
How the organization seeks to address it
A strategy on how to evaluate whether the organization is being successful in achieving its aims. The presentation should include two to four power point slides that succinctly summarize the details relevant to these two points.

**Background Reading**


The organizations that will be examined in the class are:

Transparency International (http://www.transparency.org)
Global Integrity (http://www.globalintegrity.org)
Freedom House (http://www.freedomhouse.org)
Human Rights Watch (http://www.hrw.org)
Open Society Foundations (http://www.opensocietyfoundations.org)

Week 11 (November 20): Public Policy, Morality, and Identity

All public policy is about the public good or the public interest, and so cannot be separated from values. In some policy fields, however, the issues of morality, ethics, and identity are sharper and seem to bear more direct and visible weight than they do in “normal” policy-making.


Week 12 (November 27): Long-term Policy Challenges: An Innovation Agenda

This week turns to the challenges of managing longer-term policy issues. Unlike crises, as discussed in the week prior, here we will examine the problems government faces in addressing issues that are more incremental and complex in nature, but require attention now to have benefits (or avoid problems) in the future.

We will read excerpts from one book to provide a theoretical lens, and then discuss a case of a long-term policy challenge (to be determined closer to class)

Week 13 (December 4): Conclusion/Wrap Up
GENERAL SOURCES ON POLICY ANALYSIS


