

JSGS 806: Public Policy Analysis

UNIVERSITY OF SASKATCHEWAN CAMPUS	
INSTRUCTOR:	Peter WB Phillips
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OFFICE HOURS:	By appointment. Send me an email (with the number of the course in the subject line) and say what is the purpose of the meeting, how long you think you need, what is the best way of contacting you and a selection of times I can attempt to connect. I will report to everyone on all questions that may be relevant to everyone, so please check Canvas under Q/A. please note, if you send me notes via canvas, there may be a delay. If you have an urgent matter, use my personal email above.
OFFICE LOCATION:	Room 146, 101 Diefenbaker Pl Available by appointment through email, skype, or phone
TERM:	Fall 2021 (T1)
ROOM:	Online
DATE AND TIME:	Course materials available September 1 th – December 15 th , 2021

*All times are Central Standard Time, which is the time zone for Saskatoon. Note that Saskatchewan does not follow daylight savings time, so if you are in a timezone where DST is applied, you will find times shift on or about November 7. Take note and adapt accordingly.

CALENDAR DESCRIPTION

This course 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

Policy analysis examines how policies are proposed, adopted, implemented, and evaluated. This course describes central features of the policy-making process and investigates several major Canadian domestic public policies.

This course seeks to balance the theoretical (so your knowledge can grow and prepare you for future discussions) and the immediately practical (so you can participate in making sound public policy). As a core course in the MPA program of the JSGS, this course provides an overview of the general field of public policy analysis and policy management. The general objective of the course is to increase your capacity to undertake some of the key functions of a policy analyst or manager. These functions were conveniently listed by a Deputy Minister Task Force in Ottawa, (George Anderson, 1995: 473-74) in a mid-1990s analysis that remains valid:

1. Theoretical research
2. Applied research and statistics
3. Quantitative modeling
4. Environmental scanning, trend analysis, and forecasting
5. Policy analysis and advice
6. Managing consultations and relationships
7. Communications
8. Program design, implementation, monitoring and evaluation

Of course, no one course can hope to introduce all of these topics, much less to cover them in depth. Perhaps the best way to think of the course objectives here is to consider the role of policy analysts and the competencies that they are expected to have. As you will be aware, the JSGS has developed a set of six competencies all graduates will be able to demonstrate in their JSGS 884 portfolio. While the course contributes in a general way to all of the competencies, specific readings, assignments and activities will help you both specifically acquire and demonstrate the following competencies:

2. **Communication and Social Skills:** You will both work in large and small groups in the course to undertake activities and assignments. You also will produce a series of writing exercises (BN, CDI, case study and final essay) that will help you improve and demonstrate your writing competence.
3. **Systems Thinking and Creative Analysis:** Your in-class activities and the case study will allow you to approach a problem holistically. The case study and final essay in particular will allow you to show your understanding and appreciation for the challenges of engaged policy analysis.
4. **Public Policy and Community Engagement:** You will use a range of tools and methods to investigate the policy system, including PESTLE/SWOTs analyses; a NATO exercise; the IAPP participation spectrum; cost-benefit analysis; and a range of decision-making and evaluation rubrics.
5. **Continuous Evaluation and Improvement:** The course explicitly delves into the evaluation literature and discusses strategies and methods, including benchmarking, scorecards, Treasury Board Evaluation Rubric and Cost Benefit Analysis.
6. **Policy Knowledge:** While this course is not explicitly designed to dig deeply into any specific policy field, you will have the opportunity to focus your attention on discrete policy fields in the course of your assignments.

COURSE CONTENT AND APPROACH

For this online version of the JSGS 806 class, students will have the opportunity to view content including readings and videos, engage in interactive online activities, undertake independent assignments and engage in group problem based discussions. The underlying philosophy of the class is to bring a diverse range of expert knowledge into the online format. The primary content of the class consists of a series of interviews with a variety of experts. As well, the class brings together both academic and practice oriented understandings of public policy analysis. The written content, assignments, textbooks, and videos were all developed with this mix in mind.

REQUIRED READINGS

Pal, Leslie A. (2020 or earlier version). *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd. The publisher sells an e-version for C\$80 with immediate delivery: <https://retail.tophat.com/products/9780176886912>.

Phillips, P., C. Rosaasen and A. Phillips. 2021. Public Policy Analysis Workbook: A companion to JSGS 806.3 (143 pp). Via the canvas course.

Highly recommended: Bardach, E., Patashnik, E. (2016). *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*. New York: Chatham House Publishers. Online versions are available.

COURSE OUTLINE AND ASSIGNMENTS

Please see the **Required Readings** section in the module in Canvas for access to the readings.

Sept 6 – Sept 12: Module 1: What is Public Policy Analysis?

Required Readings

Pal, Leslie A. (2014). Chapter 1: Policy Analysis: Concepts and Practice. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.

Video Interviews: Jeremy Rayner, Peter Phillips, Doug Moen, and Leslie Pal

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time). This is NOT mandatory but is strongly encouraged. The first session will be a Q&A with the course instructor and later sessions will involve case work to amplify the readings and on-line assignments. There will be break-out activities. The plenary parts of the session will be recorded and posted so that students that are unable to attend can get a sense of the discussion.

Due:

- Discussion Board

Sept 13– Sept 19: Module 2: The Modern Context for Public Policy Analysis

Required Readings

- Pal, Leslie A. (2014). Chapter 2: Modern Governance: The Challenges for Policy Analysis. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education
- Laurent Dobuzinskis, Michael Howlett eds. (2018) Chapter 2: The Policy Analysis Profession in Canada. In *Policy Analysis in Canada: The State of the Art*. Toronto: University of Toronto Press (OPTIONAL: pp. 26-38)

Optional Reading

- Turnbull, Nick. (2008). Harold Lasswell's 'Problem Orientation' for the Policy Sciences. *Critical Policy Studies*, 2 (1), 72–91.

Case Study in Focus: The Phoenix Pay System

Video Interviews: Michael Atkinson, Ken Coates, Elizabeth Schwartz

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Discussion Board
- Pick and/or confirm policy topic for exploration using policy analysis tools, due Sept 19.

Sept 20 – Sept 26: Module 3: Evidence and Applied Public Policy Analysis

Required Readings

Clark, Ian. (2017). Bardach's Eightfold Path to More Effective Problem Solving. In Atlas of Public Management (<http://www.atlas101.ca/pm/concepts/bardachs-eightfold-path-to-more-effective-problem-solving/>).

Optional: this book is a good read and warrants a quick review at least: Bardach, E., Patashnik, E. (2016). Introduction, Part 1 and Appendix A and B. In *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*. New York: Chatham House Publishers.

Case Study in Focus: The Phoenix Pay System

Video Interviews: Peter Phillips, Ken Rasmussen, Garrett Richards; Video on Writing Briefing Notes by Heather McWhinney

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Briefing Note on topic Due Sept 26.

Sept 27 – Oct 3: Module 4: The Policy Cycle

Required Readings

- Jann, Werner and Kai Wegrich. Chapter 4: Theories of the Policy Cycle. In Fischer, F., Miller, G.J., & Sidney, M. S. (2007). *Handbook on Public Policy Analysis*, Boca Raton: CRC Press
- Howlett, M., McConnell, A., & Perl, A. (2017). Moving Policy Theory Forward: Connecting Multiple Stream and Advocacy Coalition Frameworks to Policy Cycle Models of Analysis. *Australian Journal of Public Administration*, 76(1), 65–79.

Optional reading:

Sabatier, P. and C. Weible. (2007). Chapter 7: The Advocacy-Coalition Framework Innovations and Clarification. In *Theories of the Policy Process*. 2nd. Ed. Boulder CO: Westview.

Video Interviews: Ken Rasmussen, Peter Phillips, Leslie Pal

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Discussion Board
- Revised BN due Oct 3

Oct 4 – Oct 10: Module 5: Agenda Setting and Problem Definition**Required Readings**

- Pal, Leslie A. (2014). Chapter 4: Problem Definition and Policy Analysis. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.
- Kingdon, J.W. (1995). Chapter 8: The Policy Window, and Joining the Streams. In *Agendas, alternatives, and public policies* (2nd ed.). New York, NY: HarperCollins.
- Stone, Deborah. (1989). Causal Stories and the Formation of Policy Agendas. *PSQ* 104(2), 281-300.

Optional reading:

Hisschemöller, M., & Hoppe, R. (1995). Coping with intractable controversies: the case for problem structuring in policy design and analysis. *Knowledge, Technology & Policy*, 8(4), 40-60.

Case Study in Focus: Religious Rights

Video Interviews: Daniel Beland, Peter Phillips, Doug Moen

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Agenda landscape analysis (using PESTLE and SWOTs) due Oct 10

Oct 11 – Oct 17: Module 6: Policy design**Required Readings**

- Pal, Leslie A. (2014). Chapter 4: Policy Instruments and Design. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.
- Hood, C. (2007). Intellectual Obsolescence and Intellectual Makeovers: Reflections on Tools of Government after Two Decades. *Governance*, 20 (1): 127-144.

Optional readings

Bardach, E., Patashnik, E. (2016). Parts 2 to 4 and Appendix B. In *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*. New York: Chatham House.

Case Study in Focus: Carbon Emissions and Electricity in Saskatchewan

Video Interviews: Peter Phillips, John Wright, Rose Olfert, and Brett Dolter.

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- NATO analysis due Oct 17
- Best of Discussion Board marking # 1 due Oct 17

Oct 18 – Oct 24: Module 7: Policy Implementation

Required Readings

- Pal, Leslie A. (2014). Chapter 5, Policy Implementation. In. *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.
 - Sabatier, P. a. (1986). Top-Down and Bottom-Up Approaches to Implementation Research: a Critical Analysis and Suggested Synthesis. *Journal of Public Policy*, 6(1), 21.

Optional Reading

Camillo, C. A. (2012). Implementing Eligibility Changes under the Affordable Care Act: Issues Facing State Medicaid and CHIP Programs. *State Health Access Reform Evaluation*, (July), 1–6.

Case Study in Focus: Phoenix Pay System; Indigenous Issues and the City of Saskatoon Police Service

Video Interviews: Cheryl Camillo, Ken Rasmussen, and Chief Clive Weighill

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Implementation considerations analysis due Oct 24

Oct 25 – Oct 31: Module 8: Policy Networks and Communities

Required Readings

- Pal, Leslie A. (2014). Chapter 6: Policy Communities and Networks. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.
- Atkinson, M. and W. Coleman. (1992). Policy networks, policy communities and the problems of governance. *Governance*, 5(2), 154-180.
- Shirky, C. (2011). The Political Power of Social Media. *Foreign Affairs*, 90(1), 28–41.

Optional readings

- Smith, B. G. (2010). Socially Distributing Public Relations: Twitter, Haiti, and Interactivity in Social Media. *Public Relations Review*, 36(4), 329-335.
- Stone, Diane. (2008). Global Public Policy, Transnational Policy Communities, and Their Networks. *Policy Studies Journal*, 36 (1), 19–38.

Case Study in Focus: Idle No More; Canadian Medical Association

Video Interviews: Jeremy Rayner, Peter Phillips, Danette Starblanket, Owen Adams

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Discussion Board

Nov 1 – Nov 7: Module 9: Policy Evaluation

Required Readings

- Pal, Leslie A. (2014). Chapter 7: Policy Evaluation. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.
- Dunlop, C.A., & Radaelli, C.M. (2013). Systematising Policy Learning: From Monolith to Dimensions. *Political Studies*, 61(3), 599–619.

Optional Readings

- McConnell, A. (2010). Policy Success, Policy Failure and Grey Areas In-Between. *Journal of Public Policy*, 30(3), 345–362.
- Collins, K., & Ison, R. (2009). Jumping off Arnstein’s ladder: Social learning as a new policy paradigm for climate change adaptation. *Environmental Policy and Governance*, 19(6), 358–373.

Case Study in Focus: The Phoenix Pay System

Video Interviews: Ken Coates, John Wright, Alana Cattapan, and Murray Fulton.

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Evaluation rubric due Nov 7

Nov 8 – Nov 14 **READING WEEK**

Nov 15 – Nov 21: Module 10: Policy Communication

Required Readings

- Pal, Leslie A. (2014). Chapter 9: Policy Communication. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.
- Nisbet, M. (2009). Communicating Climate Change: Why Frames Matter for Public Engagement. *Environmental Magazine*, 51(2).

Case Study in Focus: Risk Perceptions in the Food Industry

Video Interviews: Dale Eisler, Toddi Steelman, and Lisa Clark

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Communications plan due Nov 21

Nov 22– Nov 28: Module 11: Decision-making

Required Readings

- Pal, Leslie A. (2014). Chapter 8: Policymaking Under Pressure. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*. Toronto: Nelson Education Ltd.

- Good, David A. (2011). Still Budgeting by Muddling through: Why Disjointed Incrementalism Lasts. *Policy and Society*, 30 (1), 41–51.

Optional Readings

- Sui, Bobby. (2014). Chapter 9: Determining Public Policies for Implementation. In *Developing Public Policy: A Practical Guide*. Toronto: Canadian Scholars Press.
- Lindblom, Charles E. (1959). The Science of ‘Muddling Through.’ *Public Administration Review*, 19 (2), 79–88.

Case Study in Focus: Classroom Policy

Video Interviews: Doug Moen, Peter Phillips, Toddi Steelman, Roy Romanow

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Discussion Board
- Second discussion submission for grading due Nov 28

Nov 29 – Dec 6: Module 12: Public Policy Moving Forward

Required Readings

Pal, Leslie A. Chapter 10: Conclusions. In *Beyond Policy Analysis: Public Issue Management in Turbulent Times*, 2014.

Video Interviews: Jeremy Rayner, Peter Phillips, Doug Moen, Leslie Pal, Michael Atkinson, Ken Coates, Elizabeth Schwartz, Dale Eisler, Toddi Steelman, and Lisa Clark, Roy Romanow, John Wright, Murray Fulton, Cheryl Camillo, Ken Rasmussen, Chief Clive Weighill, Rose Olfert, Brett Dolter, Ken Rasmussen, Garrett Richards, and Owen Adams

Livestream: There will be a group video conference every Wednesday, 3:30-5:00 PM (CST; SK Time).

Due:

- Best of Discussion Board Weeks 7-12 due Dec 5
- Final exam/ CDI due Dec 12

EVALUATION

All due dates are midnight Sunday (on the days noted above).

All work **MUST** be submitted via the Canvas assignments portal.

Unless circumstances intervene, I will commit to review, grade and return all work that is submitted on or before the deadline before midnight on the following Tuesday (i.e. 48 hours after the deadline). If you are late, you may have to wait for your feedback.

Discussion Forums (best 2)	150%
Briefing Note	15%
Landscape note	10%
NATO analysis	10%
Implementation plan	10%
Evaluation plan	10%
Communications plan	10%
Final: Reverse CDI	20%

DESCRIPTION OF ASSIGNMENTS:

Discussion Board Participation (Individual) Due at the end of each week on Saturday except reading week: A variety of topics will be discussed in the board throughout the class. Students are responsible for providing thoughtful comments on the discussion board every week. At the end of week 6 and at the end of week 12 each student should select their best engagement and submit it for review and marking.

All rest of the assignments in this course follow the policy cycle, requiring you to apply your learnings to a specific policy issue. Effectively you will reverse engineer a decision that has already been made, looking back into the past to develop the policy analysis that would have led to that decision or could have changed the outcome. The goal of each task is to force you to think about what you have learned in the modules and then to apply it. You should read the relevant section of the Handbook before attempting each step.

- **STEP 1:** You will be required to pick a policy issue that has already been decided and acted upon. Pick carefully as you will be doing seven more activities with the same issue. Effectively you will recreate the policy analysis that led to a specific outcome by using the range of policy analysis tools in this course. The product of STEP 1 should be a declarative statement of the policy that defines what, when and where. This should take no more than 10-20 words. I will not accept policies that have not been completed. Nor will I accept nebulous problems, like global peace, food security or solving welfare. If you are interested in these topics, you need to scale it down to some specific aspect of the policy.
- **STEP 2, Briefing Note:** Using the assigned one-page briefing note format (TMS 12, 1 inch margins, single spaced), write an expository note on your chosen topic. You should define the policy issue you pick in terms of who, what, where, when, why and how it is a problem (remember, you will be writing as if you were on the team building the evidence in support of action). Rewrites for the BN be encouraged and remarked as this is one of the most important communication tools in the policy toolkit. NO other assignments will be permitted to be revised/resubmitted for grading.
- **STEP 3, Landscape Note:** You will apply the SWOTs and PESTLE tools to your chosen policy topic and then write a maximum one-page strategy note (TMS 12, 1 inch margins, single spaced) on the drivers for the policy issue. Submit both the tables and the strategy note, all with your names on them.
- **STEP 4, Policy design/NATO analysis:** Using Hood's NATO model, you will build a table that briefly identifies the full range of strategies and mechanism others have tried or considered for addressing your policy concern. You will then write a one page strategy note (TMS 12, 1 inch margins, single spaced) identifying the top three options for addressing the issue you have identified and the recommended measure.
- **STEP 5, Implementation considerations:** Using the insights and tools from the module, you will draft a one-page strategy note (TMS 12, 1 inch margins, single spaced) on considerations in

implementing either the recommended measure you identified in STEP 4. This should include some sense of the scale of the measure (cost, targets, duration) and how it will be rolled out (when, by whom, how, where...).

- **STEP 6, Evaluation plan:** Using one of the rubrics from the course, draft a one-page strategy note (TMS 12, 1 inch margins, single spaced) on how you would evaluate the recommended measure you identified in STEP 4
- **STEP 7, Communications Plan:** Draft a one-page strategy note (TMS 12, 1 inch margins, single spaced) on how you would communicate related to the measure recommended in STEP 4 to ensure optimal delivery. What is the key message/purpose? Who would you target? How would you reach them? how would you evaluate impact of effort? What is the cost?
- **FINAL ASSIGNMENT, STEP 8, Reverse Cabinet Decision Item:** Using the 3-page template, draft what you think would have been the decision item memo that led to the choice that was implemented. You are within your rights to recommend an alternative to the action chosen, but the actual policy implemented must be one of your options. You should be able to address most of the requirements with the results of STEPS 1-7.

ENROLLMENT

Class enrollment will be normally limited to 30 students.

INTELLECUTAL PROPERTY ACKNOWLEDEMENT

This on-line version of this course was initially developed by Martin Boucher, Lecturer in JSGS, using and adapting the course structure designed by Peter Phillips, Professor in the JSGS, and with the help of a wide range of faculty, professional affiliates and colleagues elsewhere. This current version has been revised and personalized for delivery by Peter Phillips, with Martin's assistance.