

Western University
Department of Politics Science
The Policy Process in Local Government
Public Administration 9902B
Winter 2018

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Time and Location: Wednesdays, 4:30–6:30pm, SSC 4105

COURSE DESCRIPTION

Building on PA9901 Advanced Local Government, this course examines the scope and potential of Canadian municipal policymaking. We begin by examining the structural and institutional constraints on local policymaking before moving on to matters of process: how policy problems are identified, where solutions come from, how the public is engaged, and how policies are implemented and evaluated. These issues will be explored through case studies.

While this course is open to both Public Administration and Political Science students, it is primarily designed for the benefit of the MPA and DPA students, who are encouraged to reflect on their professional practice in our interactive discussions. While the course introduces foundational concepts in policy theory, the focus is applied rather than normative or theoretical.

SCHEDULE OF TOPICS AND ASSIGNMENTS

Class	Date	Topic	Cases discussed
1	Jan. 10	Local government public policy: A design perspective	
2	Jan. 17	The structural context of public policy: economic forces and ideas	
3	Jan. 24	The institutional context of public policy: intergovernmental and internal	
4	Jan. 31	Why do governments make policies? <i>Introduce assignments</i>	1. Municipal climate change policy
5	Feb. 7	Interpreting policymaking processes	1. Emergency management in Sarnia 2. Tower Renewal in Toronto
6	Feb. 14	Agenda-setting and framing <i>Outline due</i>	1. Water privatization in Hamilton 2. Pesticide regulation
*** Feb. 19–23 is Reading Week ***			
7	Feb. 28	Policy innovation and diffusion <i>Frame analysis due</i>	1. Tobacco regulation 2. TBA
8	Mar. 7	Engaging the public: participation and visioning	1. TTC second exit policy in Toronto 2. Atlanta 2020 visioning process
Mar. 14 *** Mar. 12–16 is March Break ***			
9	Mar. 21	Instruments and implementation <i>Draft paper due</i> <i>Anonymized papers distributed for review</i>	1. Plastic bag regulation 2. Contracting out garbage pickup
10	Mar. 28	Evaluating public policies <i>Return reviews</i>	1. Performance measurement in Ontario (FIRS/OMBI)
11	Apr. 4	<i>Prof. Taylor will absent at a conference</i> <i>Class is cancelled</i>	
12	Apr. 11	Conclusion: Municipal policy design <i>Final paper due</i>	

Note that in recognition of the family responsibilities of many of our mature students, we will skip class on March 14 and extend the term to April 11.

COURSE WEBSITE

This course makes use of OWL. Please refer to the course website regularly for announcements and course information: <https://owl.uwo.ca/portal>.

COURSE MATERIALS

We will use a modestly priced textbook that can be purchased at the campus bookstore, or from popular on-line book retailers:

Peters, B. Guy. *Advanced Introduction to Public Policy*. Cheltenham, UK: Edward Elgar, 2015.

All readings from the Peters book are marked with a **T** in the reading schedule. Readings to be retrieved from publicly available websites are marked with a **W**. Readings marked with an **E** are electronic journal articles that can be retrieved through the Western Library website. All other readings are made available as PDFs on the course website.

You are encouraged to do as much reading as possible prior to the start of the course. You are also encouraged to print out posted case study packages so that you can refer to them in group discussion.

EVALUATION

Evaluation	Due Date	Value
Frame analysis	Feb. 28	20%
Policy analysis assignment		
Outline	Feb. 14	10%
Submit draft paper for peer review	Mar. 21	—
Anonymous peer review of draft	Mar. 28	10%
Final paper	Apr. 11	50%
Overall participation		10%

Frame analysis (20%): You will select a case of a contested municipal policy problem or issue and develop a brief (1,500 word) analysis of alternative definitions or framings advanced by various actors in the case.

Policy Analysis Assignment (70%): You will prepare a **15-page paper** on one of the following topics (approximately 3,500 words).

- *Option 1: Municipal policy case study:* Analyze a specific municipal policymaking process using theoretical perspectives on policymaking discussed in class. Working professionals are encouraged to draw on their own experience and access to information and data. For example, you could apply the multiple-streams model to the City of Toronto's adoption of the plastic bag fee, or to the construction of border infrastructure in Windsor.
- *Option 2: Intergovernmental policy case study:* Analyze and evaluate the implementation or impact of a specific federal-municipal or provincial-municipal policy within a municipality of your choice. For example, you could examine how a municipality has made choices in the context of the Provincial-Municipal Fiscal and Service Delivery Review, the Federal Gas Tax transfer, or in the context of provincial mandates and regulations.

To get you started, a **two-page outline** is due in Feb. 14. To receive additional feedback, you will submit a **draft paper** for anonymous peer review on March 21. The final paper is due April 11.

Overall participation (10%): Preparedness and active contribution to weekly class discussion. This is not an attendance grade. If you show up and do not participate, you will get a low score!

COURSE POLICIES

Electronic devices: Research shows that levels of student performance and participation are lower when computers, tablets, smartphones, and other devices are present in the classroom. In order to create a pleasant environment conducive to everyone's learning and free from distractions, please refrain from using phones for texting or any other purposes during classes. The use of laptops and tablets is allowed for course-related activities and note taking only.

E-mail policy: All Western University students are required to have an @uwo.ca e-mail account. The instructor will *only* respond to e-mails sent from a Western University account, that clearly identify the sender, and have "PA9902" in the subject line. The instructor will *not* accept assignments by e-mail.

Submitting assignments: Written assignments may be subject to submission for textual similarity review to the commercial plagiarism detection software under license to the University for the detection of plagiarism. All papers submitted for such checking will be included as source documents in the reference database for the purpose of detecting plagiarism of papers subsequently submitted to the system. Use of the service is subject to the licensing agreement, currently between The University of Western Ontario and Turnitin.com (<http://www.turnitin.com>). **Note that you will be able to view your Turnitin Originality Report after submitting. You may resubmit at any time before the deadline.**

Late assignments: The penalty for late assignments is two percentage points per day (including weekend days). A grade of 80% on an assignment therefore becomes 72% in four days. Assignments more than 10 days late will not be accepted. Extensions due to illness require a medical certificate. If you foresee problems meeting submission deadlines please consult the instructor early; accommodations can always be made with adequate advance notice. This means *at least before the deadline*, not the night before the work is due!

Academic integrity: Scholastic offences are taken seriously and students are directed to read the appropriate policy, specifically, the definition of what constitutes a Scholastic Offence, at the following Web site:

http://www.uwo.ca/univsec/handbook/appeals/scholastic_discipline_grad.pdf

ASSISTANCE

If you are having trouble with the course material or are falling behind in your work, please contact the course instructor as soon as possible. We can only help you if the lines of communication are open.

Help with writing: Learning to express ideas clearly is a central goal of the university experience. If academic writing does not come easily to you, you are strongly encouraged to make use of the Writing Support Centre: <http://www.sdc.uwo.ca/writing/>.

Accommodations on medical grounds: Students seeking academic accommodation on medical grounds for any missed tests, exams, participation components and/or assignments must apply to the Academic Counseling office of their home Faculty and provide documentation. Academic accommodation cannot be granted by the instructor or department. Please refer to the Policy on Accommodation for Medical Illness <https://studentservices.uwo.ca/secure/index.cfm> and download a Student Medical Certificate (SMC): <https://studentservices.uwo.ca/> under the Medical Documentation heading. Students who are in emotional/mental distress should refer to Mental Health@Western http://www.health.uwo.ca/mental_health/ for a complete list of options about how to obtain help.

Accommodations on religious grounds: Every effort has been made to avoid scheduling assignment due dates on religious holidays. Please inform the instructor at the beginning of the course if you will be unable to attend class for reason of religious observance.

READING SCHEDULE

Class 1 *Jan, 10* **Local government public policy: A design perspective**

Wolman, Harold, assisted by Robert McManmon. 2012. Ch. 21, “What Cities Do: How Much Does Urban Policy Matter?” In Karen Mossberger, Susan E. Clarke, and Peter John, eds., *The Oxford Handbook of Urban Politics*. Toronto: Oxford UP. pp. 415–441.

T Chapter 1, “Public Policy: A Design Perspective.”

E Howlett, Michael and Ishani Mukherjee. 2014. “Policy Design and Non-Design: Towards a Spectrum of Policy Formulation Types.” *Politics and Governance* 2(2): 57–71.

Class 2 *Jan. 17* **The structural context of public policy: Economic forces and ideas**

Peterson, Paul E. 2007 [1981]. “The Interests of the Limited City.” In Elizabeth A. Strøm and John H. Mollenkopf, eds., *Urban Politics Reader*. New York: Routledge. pp. 120–129.

Dalton, Russell. 2005. “The Social Transformation of Trust in Government.” *International Review of Sociology* 15(1): 133–154. **Read pp. 133–140 and pp. 148–150 (ignore the statistical stuff in the middle.)**

Class 3 *Jan. 24* **The institutional context of public policy: intergovernmental and internal**

Taylor, Zack and Neil Bradford. 2015. Ch. 11, “The New Localism: Canadian Urban Governance in the 21st Century.” In Pierre Filion et al., eds., *Canadian Cities in Transition*, 5th ed. Toronto: Oxford UP. pp. 194–208.

Kjaer, Anne Mette. 2009. Ch. 9, “Governance and the Urban Bureaucracy.” In Jonathan S. Davies and David L. Imbroscio, eds., *Theories of Urban Politics*, 2nd ed. pp. 137–152. Los Angeles: Sage.

E Siegel, David. 2010. “The leadership role of the municipal chief administrative officer.” *Canadian Public Administration* 53(2): 139–61.

Class 4 *Jan. 31* **Why do governments make policies?**

T Chapter 2, “Policy Problems.”

E Rittel, Horst W.J. and Melvin M. Webber. 1973. “Dilemmas in a General Theory of Planning.” *Policy Sciences* 4(2): 155–169.

Case Study: Municipal Responses to Climate Change

E Robinson, Pamela J. and Christopher D. Gore. “Barriers to Canadian Municipal Response to Climate Change.” *Canadian Journal of Urban Research* 14(1), Supplement pp. 102–120.

Class 5 *Feb. 7* **Interpreting policymaking processes**

T Chapter 3, “Models of Policymaking.”

Case Study: Emergency management in Sarnia

E Henstra, Daniel. 2010. “Explaining local policy choices: A multiple streams analysis of emergency management.” *Canadian Public Administration* 53(2): 241–58.

Case Study: Tower Renewal Program in Toronto

Case package: Media articles and staff reports on the City of Toronto’s Tower Renewal Program.

Class 6 *Feb. 14* **Agenda-setting and framing**

T Chapter 4, “Agendas, Agenda-setting, and Framing.” **Read pp. 66–78.**

E Schneider, Anne and Helen Ingram. 1993. “The Social Construction of Target Populations: Implications for Politics and Policy.” *American Political Science Review* 87(2): 334-47.

Case Study: Agenda-setting and water system privatization in Hamilton

E Ohemeng, Frank K. & John K Grant. 2008. “When markets fail to deliver: An examination of the privatization and de-privatization of water and wastewater services delivery in Hamilton, Canada.” *Canadian Public Administration* 51(3): 475–99.

Case package: Summary of the Hamilton water case

Case Study: Agenda-setting and Canadian pesticides policy

E Pralle, Sarah. 2006. “The ‘Mouse that Roared’: Agenda Setting in Canadian Pesticides Politics.” *Policy Studies Journal* 34: 171–194.

Framing case package

Class 7 *Feb. 28* **Policy innovation and diffusion**

E De Vries, Hanna, Victor Mekkers, and Lars Tummers. 2015. “Innovation in the Public Sector: A Systematic Review and Future Research Agenda.” *Public Administration* 94(1): 146–166. **** Skip “Methodology” section (pp. 148–151). ****

E Potts, Jason. 2009. “The Innovation Deficit in Public Services: The Curious Problem of Too Much Efficiency and Not Enough Waste and Failure.” *Innovation: Management, Policy, & Practice* 11(1): 34–43.

Case study on innovation TBA.

E Shipan, Charles R. and Craig Volden. 2012. “Policy Diffusion: Seven Lessons for Scholars and Practitioners.” *Public Administration Review* 72(6): 788–796.

Case Study: Framing and diffusion of smoking regulation

E Nykiforuk, Candace I.J., John Eyles, and H. Sharon Campbell. 2008. “Smoke-free spaces over time: a policy diffusion study of bylaw development in Alberta and Ontario, Canada.” *Health and Social Care in the Community* 16(1): 64–74.

Timeline of smoking regulation in Canada

Class 8 *Mar. 7* **Engaging the public: public participation and visioning**

E Fung, Archon. 2006. “Varieties of Participation in Complex Governance.” *Public Administration Review* 66(S): 66–75.

E Baker, William H., H. Lon Addams, and Brian Davis. 2005. “Critical Factors for Enhancing Municipal Public Hearings.” *Public Administration Review* 65(4): 490–99.

E Shipley, Robert. 2002. “Visioning in planning: Is the practice based on sound theory?” *Environment and Planning A* 34(1): 7–22.

Case Study: The Toronto Transit Commission’s Second Exit Project

W Office of the Ombudsman, City of Toronto. “Tunnel Vision: An Investigation into the Toronto Transit Commission Second Exit Project at Donlands and Greenwood Stations.”

Excerpt: Executive Summary (pp. 4–6).

<http://ombudstoronto.ca/sites/default/files/Final%20Report.pdf>

Case package: the TTC’s Second Exit Project.

Case Study: Atlanta 2020 visioning process

E Helling, Amy. 1998. “Collaborative Visioning: Proceed with Caution! Results from Evaluating Atlanta’s Vision 2020 Project.” *Journal of the American Planning Association* 64(3): 335–49.

Class 9 *Mar. 21* **Instruments and implementation**

T Chapter 5, “Designing Intervention and Implementation.”

T Chapter 6, “Policy Instruments.”

Case Study: Regulating plastic bags

E Murdoch, Maggie. 2010. “The Road to Zero Waste: A Study of the Seattle Green Fee on Disposable Bags.” *Environmental Practice* 12(1): 66–75.

Case package: Media articles and staff reports on the City of Toronto’s plastic bag fee.

Case Study: Solid waste collection

E McDavid, James C. 2001. “Solid-waste contracting-out, competition, and bidding practices among Canadian local governments.” *Canadian Public Administration* 44(1): 1–25.

Case package: Media articles and staff reports on the City of Toronto’s waste collection contracting out.

Class 10 *Mar. 28* **Policy evaluation**

T Chapter 7, “Evaluating Public Policy: An Introduction.”

T Chapter 8, “Evaluating Public Policy: The Utilitarian Dimension.”

T Chapter 9 “Normative and Ethical Analysis of Public Policy.”

Case Study: Performance measurement in Ontario — OMBI and FIRS/MPMP

E Charbonneau, Étienne, Daniel E. Bromberg, and Alexander C. Henderson. 2015. “Performance improvement, culture, and regimes.” *International Journal of Public Sector Management* 28(2):105 – 120

T Chapter 10, “Conclusion: Policy Success and Failure.”