

University of Wisconsin - Green Bay

Public Policy Analysis PU EN AF 408 (Pol Sci 408)

Fall 2009

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O. H.: TR: 3:30-4:30

Course Description:

This course is an introduction to public policy analysis and to the policymaking process, with emphasis on U.S. national government. However, the theories, concepts, and methods that we cover should be equally applicable to state and local government and to government and politics in other nations. Topics include: approaches to the study of public policy, policy formulation and adoption, methods for the assessment of policy alternatives, ethics and policy analysis, policy implementation and evaluation, and the utilization of policy analysis in decisionmaking. Special attention is given to the political aspects of policy analysis, approaches and methods for critical analysis and rational design of public policies, and practical applications of policy analysis.

Texts:

Carl V. Patton and David S. Sawicki, Basic Methods of Policy Analysis and Planning, 2nd ed. (1993). An older text but still the best treatment for this kind of course. I will update with current material throughout the semester.

James E. Anderson, Public Policymaking: An Introduction, 6th ed. (2006).

Eugene Bardach, A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving, 3rd ed. (2009).

Some additional material is on electronic library reserve, and is indicated by an asterisk (\*). I have also put an extra copy of the core text (Patton and Sawicki) on one-day reserve.

Course Requirements:

There will be a midterm examination on **Oct. 20** and a final examination on **Dec. 15**. These will consist of short-answer and essay questions drawing from both readings and course lectures. Study guides will be distributed in class for each exam. In addition, three short analytical papers (4-5 pages each) are required, and will be due at equal intervals during the semester (**October 13, November 5, and December 8**). These are intended to apply the material covered in class and in the readings. A number of options will be available and a list of suitable topics will be handed out for each of the paper assignments.

This course has been designated as a Writing Emphasis course by the University, and the papers are an integral part of this designation. Consistent with the WE designation, if you would find

early feedback on the first paper helpful, simply submit it before the deadline (which is at the beginning of the 6th week of the semester) and you will get it back within a few days.

You should also be familiar with the University's policy on plagiarism. Plagiarism is presenting the words or work of someone else as your own without proper acknowledgement, and it can lead to a failing grade. You must credit your sources and distinguish quotations from paraphrased work.

Notebook or laptop computers in class. I strongly prefer that no computers be used during class sessions because they can easily become a distraction and interfere with the class. However, if anyone has a special need for one, please see me about this. For similar reasons, please turn off and refrain from using cell phones during class.

Course grades will be determined approximately as follows:

Midterm examination	20%
Analytical papers	45%
Final examination	20%
Class participation	15%

Note: attendance and participation in class are expected and absences will affect the course grade. Repeated absences will affect it beyond the designated 15%.

### University Disability Policy

Consistent with federal law and the policies of the University of Wisconsin, it is the policy of the University of Wisconsin-Green Bay to provide appropriate and necessary accommodations to students with documented physical and learning disabilities. If you anticipate requiring any auxiliary aids or services, you should contact me or the Coordinator of Services for Students with Disabilities at 465-2671 as soon as possible to discuss your needs and arrange for the provision of services.

### Reading Assignments:

All required readings should be completed by the date specified in the syllabus. Where two class sessions are devoted to a set of topics and readings, we will cover the material in the order indicated. Although I plan to review some readings in class, I hope that we will spend a greater part of class time raising critical questions about concepts and methods and examining practical problems faced in doing and using policy analysis.

A number of references are appended for further study in each section of the course. These are not required in any sense, but they may prove useful for some of the course papers. There is also an extensive bibliography in the two texts, with Anderson's more contemporary.

Current developments in public policy can be followed through perusal of journals and periodicals. Of special merit are the following: *CQ Weekly*, *National Journal*, *Journal of Policy Analysis and Management*, and *Policy Studies Journal*. Both *The New York Times* and the *Washington Post* (available free online) carry articles with substantial analysis of public policy issues; *CQ Weekly* and *National Journal* are available via the library's online subscription services. Other sources of information, including government documents, will be discussed in class. Journals of opinion, such as *The Nation*, *The New Republic*, *The Progressive*, *The Weekly Standard*, and *National Review*, may be of interest as well. There are also many Web sites for following public policy and policy analysis. We'll cover some of them in class, and a few of the most useful are attached at the end of the syllabus, including the sites for online journals of opinion.

### THE NATURE AND PURPOSES OF POLICY ANALYSIS

- Sept. 3-8      Anderson, Public Policymaking, Chap. 1, 1-34. [Note: I cannot be present on September 3 because of a commitment to attend a conference, but we will catch up.]
- Sept. 10-15    Patton and Sawicki, Basic Methods of Policy Analysis and Planning, Chaps. 1-2, 1-68. In reading P and S, concentrate on the major ideas presented and the choices that policy analysts face among the myriad approaches and methods that are used, including their strengths and weaknesses.

Bardach, A Practical Guide to Policy Analysis, Preface and Introduction (xi-xx).

#### References:

- David L. Weimer and Aidan R. Vining, Policy Analysis: Concepts and Practice, 4th ed. (2005), esp., Chap. 2, "What is Policy Analysis," 23-38.
- David M. Ricci, The Transformation of American Politics: The New Washington and the Rise of Think Tanks (1993).
- Andrew Rich, Think Tanks, Public Policy, and the Politics of Expertise (2004).
- Michael E. Kraft and Scott R. Furlong, Public Policy: Politics, Analysis, and Alternatives (2010). Chapters 4-6 in this text offer an introduction to the study of policy analysis and to the methods and perspectives that we will review in the course. Many of you have used the text.

### THE CONTEXT OF POLICY ANALYSIS: CULTURE, ECONOMY, ECOLOGY, AND POLITICS

- Sept. 17      Anderson, Chap. 2, 35-79.

#### References:

- Helen Ingram and Steven Rathgeb Smith, eds., Public Policy for Democracy (1993).
- Anne Larason Schneider and Helen Ingram, Policy Design for Democracy (1997).
- Peter DeLeon, Democracy and the Policy Sciences (1997).

Deborah Stone, Policy Paradox: The Art of Political Decision Making, rev. ed. (2002).

### **AGENDA SETTING AND POLICY ANALYSIS**

Sept. 22          Anderson, Chap. 3, 80-120.

Sept. 24-29      \*John Kingdon, Agendas, Alternatives, and Public Policies (1984), Chaps. 6 ("The Policy Primeval Soup," and 7 ("The Political Stream"). The two chapters are on electronic reserve.

#### References:

Frank R. Baumgartner and Bryan D. Jones, Agendas and Instability in American Politics (1993).  
 \_\_\_\_\_, eds., Policy Dynamics (2002). An edited collection that examines similar themes.  
 Thomas A. Birkland, After Disaster: Agenda Setting, Public Policy, and Focusing Events (1997).  
 Roger W. Cobb and Marc Howard Ross, eds., Cultural Strategies of Agenda Denial: Avoidance, Attack, and Redefinition (1997).  
 Allan J. Cigler and Burdett A. Loomis, eds., Interest Group Politics, 7th ed. (2007).  
 Paul S. Herrnson, Ronald G. Shaiko, and Clyde Wilcox, eds., The Interest Group Connection: Electioneering, Lobbying, and Policymaking in Washington (2005).

### **ANALYZING PUBLIC PROBLEMS**

Oct. 1-6          Patton and Sawicki, Chap. 3, "Crosscutting Methods," 74-141. Note: On October 1 we will have one of the reference librarians join us in class to review sources for research on public policy, particularly those accessible online.

Oct. 8-13        Patton and Sawicki, Chap. 4, "Verifying, Defining, and Detailing the Problem," 147-178.

\*Peter Hall, Great Planning Disasters (1982), Chap. 5 ("San Francisco's BART System"), 109-137, on electronic reserve. We will also have a film on a notable recent planning disaster: Hurricane Katrina from 2005.

**The first paper is due on October 13.**

#### References:

Catherine F. Smith, Writing Public Policy: A Practical Guide to Communicating in the Policy-Making Process (2005). A concise guide to writing about public problems and policy issues, particularly for informing public officials.  
 Anne L. Schneider and Helen Ingram, "Policy Design: Elements, Premises, and Strategies," in Stuart Nagel, ed., Policy Theory and Policy Evaluation (1990), 77-101.  
 William N. Dunn, Public Policy Analysis, 3<sup>rd</sup> ed. (2004), chaps. 3-4.

## FORMULATING AND ADOPTING PUBLIC POLICY

Oct. 15-20      Anderson, Chaps. 4-5, 121-199.

### Midterm Examination October 20

#### References:

Thomas A. Birkland, An Introduction to the Policy Process, 2nd ed. (2005).

Charles E. Lindblom and Edward J. Woodhouse, The Policy-Making Process, 3rd ed. (1993).

Daniel C. McCool, ed., Public Policy Theories, Models, and Concepts (1995), an excellent introduction to the field and a selection of major works, esp. on policymaking processes.

Paul A. Sabatier, ed., Theories of the Policy Process (2nd. ed., 2007). Survey of work on the use of theory in the study of public policy.

## ASSESSING PUBLIC POLICY ALTERNATIVES

Oct. 22-27      Patton and Sawicki, Chaps. 5-6, 186-254.

Oct. 29          Bardach, Part I, 1-64.

Nov. 3          Bardach, Part II, 65-93.

Nov. 5          Bardach, Part III, 95-110 and appendices (111-151).

We will see a film on the comparative politics of health care reform.

### **The second paper is due on November 5.**

Nov. 10          Patton and Sawicki, Chaps. 7, 257-318.

Nov. 12          Patton and Sawicki, Chap. 8, 332-358.

#### References:

David N. Ammons, Tools for Decision Making: A Practical Guide for Local Government (2002).

David L. Weimer and Aidan R. Vining, Policy Analysis: Concepts and Practice, 4th ed. (2005), chapters on “Doing Policy Analysis,” (13 to 16), which cover information gathering, setting goals and examining alternatives, and use cost-benefit analysis.

## ETHICS IN POLICY ANALYSIS

Nov. 17          \*David L. Weimer and Aidan R. Vining, “Toward Professional Ethics,” Chapter 3 in Policy Analysis: Concepts and Practices (2005), 39-53.

Or

\*Rosemarie Tong, "Ethics, Epistemology, and the Expert," Chapter 2 in Ethics in Policy Analysis (1986), 12-38.

#### References:

- Charles W. Anderson, "The Place of Principles in Policy Analysis," *American Political Science Review* 73 (September 1979): 711-723.
- Douglas J. Amy, "Why Policy Analysis and Ethics Are Incompatible," *Journal of Policy Analysis and Management* 3 (1984): 573-591.
- Daniel Callahan and Bruce Jennings, Ethics, the Social Sciences, and Policy Analysis (1983).
- Amy Gutmann and Dennis Thompson, eds., Ethics and Politics: Cases and Comments, 3<sup>rd</sup> ed. (1997).

### **IMPLEMENTING PUBLIC POLICY**

Nov. 19-24 Anderson, Chap. 6, 200-254.

#### References:

- Daniel A. Mazmanian and Paul A. Sabatier, Implementation and Public Policy, Chap 2 ("A Framework for Implementation Analysis"), 18-48.
- Martin A. Levin and Barbara Ferman, The Political Hand: Policy Implementation and Youth Employment Programs (1985)
- Jeffrey L. Pressman and Aaron B. Wildavsky, Implementation: How Great Expectations in Washington Are Dashed in Oakland, 2nd ed. (1979).

**Thanksgiving Break: No class on November 26.**

### **EVALUATING AND CHANGING PUBLIC POLICY**

Dec. 1 Anderson, Chap. 7, 255-301.

Dec. 3 Patton and Sawicki, Chap. 9, 362-394.

Dec. 8-10 Anderson, Chap. 8, 302-311.

**The third paper is due on December 8.**

#### References:

- Carol Weiss, Evaluation Research: Methods of Assessing Program Effectiveness (1972). A concise and classic study of evaluation methods.
- Paul A. Sabatier and Hank C. Jenkins-Smith, Policy Change and Learning: An Advocacy Coalition Approach (1993).
- Peter H. Rossi, Mark W. Lipsky, and Howard E. Freeman, Evaluation: A Systematic Approach, 7th ed. (2004). Long-standing and widely-used text on evaluation.

Michael Quinn Patton, Qualitative Research and Evaluation Methods, 3rd ed. (2002).

**The final examination is scheduled for Tuesday, December 15, 1 to 3 p.m.**

### **Selected Public Policy and Policy Analysis Web Sites**

[www.lib.umich.edu/govdocs/stats.html](http://www.lib.umich.edu/govdocs/stats.html) (Univ. of Michigan site that provides a comprehensive set of links to statistical resources on the Web organized by subject area—health, environment, education, energy, science, transportation, military, housing, economics, agriculture, business, and more. Links within each area take you to extensive lists of agencies and programs. Frequently updated.).

[www.publicagenda.org/](http://www.publicagenda.org/) (nonpartisan organization that includes reports from national firms on public policy issues, such as race, health care, privacy, drug abuse, crime, the economy, poverty, welfare, the environment, immigration, and others. Has a good collection of colorful graphs and tables, and advice on how to read public opinion polls nonpartisan briefings on policy and polling a digest of news, legislation, and studies; and research sources).

[www.public-policy.org](http://www.public-policy.org) (Center for Public Policy, links to conservative policy organizations from the initial page or directly at: [www.public-policy.org/web.public-policy.org/spotlight\\_us.php?ppolicy=us](http://www.public-policy.org/web.public-policy.org/spotlight_us.php?ppolicy=us)).

[www.care2.com/politics](http://www.care2.com/politics) (formerly moving ideas.org, a guide to liberal think tanks and policy research).

[www.fed-soc.org/](http://www.fed-soc.org/) (Federalist Society for Law and Public Policy Studies, a conservative and libertarian group that focuses on legal issues).

[www.gop.com/Issues/](http://www.gop.com/Issues/) (Republican National Committee, issues page, with coverage of taxes, Social Security, immigration, jobs and the economy, national security, education and other topics)

[www.democrats.org/agenda.html](http://www.democrats.org/agenda.html) (the Democratic Party agenda page, with coverage of the economy, national security, health care, the environment, education, civil rights, and other topics).

### **Government Web Sites**

[www.firstgov.gov/](http://www.firstgov.gov/) (portal for federal government Web sites, with enormous number of useful sites under categories of citizens, business, and government. One of the easiest ways to find an agency home page).

[www.fedstats.gov/](http://www.fedstats.gov/) (site that provides easy access to a vast amount of federal data on policy problems, organized by agency as well as substantive policy area).

<http://thomas.loc.gov/> (Library of Congress's Thomas search engines for locating key congressional documents. It is one of the most comprehensive public site for legislative searches).

[www.uscourts.gov/](http://www.uscourts.gov/) (Web portal for U.S. judiciary system).

[www.epa.gov/](http://www.epa.gov/) (links to current environmental laws, regulations, and pending legislation)

[www.gao.gov/](http://www.gao.gov/) (U.S. Government Accountability Office, a treasure trove of reports on government agencies and programs, esp. evaluation studies).

[www.csg.org/](http://www.csg.org/) (Council of State Governments, with links to all fifty states as well as public policy issues, think tanks, and suggested state legislation).

[www.wisconsin.gov/state/home/app?COMMAND=gov.wi.state.cpp.command.LoadPortalHome](http://www.wisconsin.gov/state/home/app?COMMAND=gov.wi.state.cpp.command.LoadPortalHome) (access to State of Wisconsin agencies and policy issues).

### **Academic Policy Studies Sites**

[www.apsanet.org/](http://www.apsanet.org/) (home page of the American Political Science Association, with links to organizations, careers, grants, fellowships, and journals).

[www.apsapolicysection.org/](http://www.apsapolicysection.org/) (public policy section of the American Political Science Association. Has many useful links to policy organizations, journals, and political science research on public policy issues). However, not updated very regularly.

<http://www.appam.org/> (Association for Public Policy Analysis and Management, the chief professional association for policy analysts).

[www.napawash.org/](http://www.napawash.org/) (National Academy of Public Administration home page, with links to events and academy publications on government and public policy).

[www.uwgb.edu/pea/](http://www.uwgb.edu/pea/) (UW-Green Bay PEA home page, with links to other University sites)

[www.uwgb.edu/polsci/](http://www.uwgb.edu/polsci/) (UW-Green Bay Political Science home page with links to public policy and American government home pages. These in turn have extensive links to sites dealing with substantive public policy issues and government agencies). We are updating the Political Science page this semester.



[www.smartcommunities.ncat.org/](http://www.smartcommunities.ncat.org/) (good general site for sustainable community information and links, for such subjects as transportation, land use, green buildings, energy use, sustainable businesses, etc.).

### **Selected Think Tanks**

[www.brookings.edu/](http://www.brookings.edu/) (Brookings Institution site).

[www.rand.org/](http://www.rand.org/) (The Rand Corporation, first organization to be called a think tank).

[www.rff.org/](http://www.rff.org/) (Resources for the Future, a think tank specializing in economic analysis of environmental and natural resource issues).

[www.urban.org/](http://www.urban.org/) (the Urban Institute).

[www.dlcppi.org](http://www.dlcppi.org) (Democratic Leadership Council/Progressive Policy Institute)

[www.aei.org](http://www.aei.org) (American Enterprise Institute).

[www.cei.org/](http://www.cei.org/) (Competitive Enterprise Institute, a conservative think tank and advocacy organization).

[www.cato.org](http://www.cato.org) (Cato Institute).

[www.heritage.org](http://www.heritage.org) (Heritage Foundation).

There are many other policy research sites, including those that specialize in one policy area such as health, environment, or national security. In addition to think tanks, most major interest groups maintain Web sites that include policy studies and issue papers on topics associated with the group. Use Google to find the sites. E.g., you could look to business groups (National Association of Manufacturers, Chamber of Commerce, National Federation of Independent Businesses) for studies pertaining to government regulation and to health groups (American Association of Health Plans, Public Citizen's Health Research Group) for studies on health care policy.

### **Newspapers**

[www.nytimes.com/](http://www.nytimes.com/) (New York Times)

[www.washingtonpost.com/](http://www.washingtonpost.com/) (Washington Post)

[online.wsj.com/public/us](http://online.wsj.com/public/us) (Wall Street Journal)

### **Selected Journals of Opinion**

[www.thenation.com/](http://www.thenation.com/) (The Nation)

[www.tnr.com/](http://www.tnr.com/) (The New Republic)

[www.progressive.org/](http://www.progressive.org/) (The Progressive)

[www.prospect.org](http://www.prospect.org) (The American Prospect)

[www.spectator.org](http://www.spectator.org) (The American Spectator)

[www.thepublicinterest.com/](http://www.thepublicinterest.com/) (The Public Interest)

[www.weeklystandard.com/](http://www.weeklystandard.com/) (The Weekly Standard)

[www.nationalreview.com/](http://www.nationalreview.com/) (National Review)

For a list of many other journals of opinion, see the Web site for News Link:

<http://newslink.org/mpol.html>. There are, of course, countless other sites on the Web that contain commentary about contemporary politics and public policy. Quality and accuracy vary.