# Pubpol 201: Introduction to Public Policy and Governance

Spring 2018
Tuesdays and Thursdays, 10:00 a.m. – 11:20 a.m.
Condon Hall, Room 135

## Instructor

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Office hours: By appointment, or
Wednesday 10:30 a.m. – 12:30 p.m.

## Teaching assistant:

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Office hours: Monday 2:00-4:00pm
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## Course Description

The recent U.S. presidential election highlighted many important policy issues, such as immigration, health care, economic policy, and climate change.   These discussions may have you wondering about some of the policy choices we face: Should we repeal Obamacare?  What would happen if we built a wall along the Mexican border?  Should tuition be free at public colleges and universities?

Many individuals are passionate about these and other issues, and have the best intentions in trying to advocate for reform or implement policy change.  But translating good intentions into good decisions is not always as easy as it seems.  Public policy in the United States is the result of decision-making that is constrained by complex interactions between political preferences, embedded institutions, and limited resources.  For many policy choices the correct course of action is unclear. In certain instances, the choices themselves may be hard to identify.  Effective policy making requires the ability to analyze situations systematically, deal with uncertainty, make tradeoffs among conflicting interests, account for other values and institutional characteristics, and develop a strategy for working with other parties to achieve the chosen objective.

This course is intended to bring some clarity to the policy process in the United States.  Why do we even need public policy?  What is the context in which policy decisions are made?  How are policies developed, chosen, implemented, and evaluated?  Students will learn the basics of decision-making in the policy process, discover many of the institutional and values-based

constraints that affect policy outcomes, and become more familiar with strategies to influence all phases of the policy process.  Throughout the quarter we will draw on relevant policy topics to illustrate these points.

## Course Objectives

This course will help you develop an understanding of policy decision-making and management in the public sector. Specifically, this course will provide practical skills and knowledge related to:

- Understanding why public policy might be needed
- Decision-making in the public sector
- Assessing the expected and actual impacts of public policy choices
- Using data to evaluate policy effectiveness
- Balancing competing or conflicting interests among policy partners
- Assessing and responding to elements of the environment surrounding the formulation and implementation of public policies
- Identifying stakeholders, assessing their preferences, and mapping the policy context
- Working with partners and understanding the interplay of public values and public policy
- Leading and managing policy initiatives from all levels of an organization

## Teaching Assistant and Discussion Sections

Our teaching assistant this quarter is Ben Glasner. He will facilitate two discussion sections that will provide opportunities to explore concepts from lecture in greater detail. For this quarter, sections meet on Fridays. Often, sections will be used for group work or learning activities. You will turn in your homework in section, and graded assignments will be returned and discussed. Your TA is also available as an additional point of contact for students in need of assistance or information pertaining to the course. Attendance in sections is expected, so please show up prepared and ready to participate.

## Grading and Course Assignments

There will be four assignments, a midterm exam and a final policy memo.   A student's course grade will be determined as follows:

|  | Contribution to Final Grade | Due Date |
|---|---|---|
| Participation | 10% | Ongoing (section) |
| Homeworks | 20% | Ongoing |
| Midterm Exam | 35% | May 1st |
| Final Exam | 35% | June 4th |

## Participation

Participation in section discussions is expected and comprises a significant percentage of students' final grade. The vast majority of your participation grade is determined by how active you are when discussing course materials during section.

While in class and in section students are expected to behave in a professional manner. Inappropriate behavior in classes will not be tolerated. Specifically, please arrive on time, be respectful of your fellow students and instructor, and refrain from distracting activities such as side conversations, updating social media, or misusing computers. Also, **make sure that all mobile phones are silenced or turned off**. We will be addressing some sensitive issues this quarter. Some people may feel uncomfortable at times. Try to be aware of how your actions affect others in the class. This does not mean that you cannot voice your opinion – just do not attack others or behave in an overly aggressive or disrespectful manner. Everyone comes to this class with their own set of values and preconceptions, and these may or may not align with yours. Part of being a successful in the policy process is the ability to bridge ideological or value-based divides to either find common ground or shared understanding.

### Attendance: Missing Class

Class attendance is expected.  That said, people get sick and have lives outside of school. Should you need to miss a class or discussion section, please notify both the professor and teaching assistant well ahead of time.  Be sure to make arrangements to get notes and other class materials so you can ensure that the concepts covered are understood.

### Homework

During the quarter there will be 4 homework assignments.  These homework assignments will vary, and will include microeconomic analyses, assessments of policy proposals using data, and written work that summarizes policy problems and recommends solutions.

Homework assignments are to be submitted via Canvas by midnight on the day they are due.  It is your responsibility to make sure that the assignments are successfully uploaded in time. **Late homework assignments will not be accepted.** Homework assignments will be posted on Canvas at least 5 days before they are due. Due dates for the assignments are: April 10, April 24, May 15 and May 29.

### Academic Integrity

Students are responsible for abiding by the University of Washington's and the Evans School's academic conduct policies. All academic work must meet the standards contained in UW's Student Conduct Code (http://www.washington.edu/admin/rules/policies/WAC/478-120TOC.html) and the Evans School's Policy on Academic Integrity (https://evans.uw.edu/sites/default/files/public/Evans%20School%20Policy%20on%20Academic%20Integrity.pdf). Students are responsible for knowing, understanding, and adhering to these policies before performing (and submitting) and academic work.

For this class, the biggest concerns are the following:

> **Using other people's ideas:** In academics, it is inevitable that students will often need to rely on the ideas of other people. When using an idea that someone else had, regardless of the source, acknowledge the originator of the idea in the appropriate fashion. This is usually a citation in written work.

**Using other people's responses**: Do not do this. Claiming someone else's work as your own is academic fraud. Do not search for other people's responses to case studies. Do not copy and paste portions of other people's responses into your work. Doing so is (a) against the academic honor code, (b) a poor use of your time and money spent on this degree, and (c) disrespectful to professor, teaching assistant, and other students in our class, all of whom will be working hard all quarter to generate original ideas.

**Cheating on tests**: This means copying answers, bringing in outside materials, using phones or other tools to illegally access materials during tests, and any other dishonest activity. Don't do this. It is expected that your work will be your own.

## Academic Accommodations

At the Evans School, we are committed to ensuring access to classes, course material, and learning opportunities for students with disabilities. If you would like to request academic accommodations due to a disability, please contact Disability Resources for Students at http://www.washington.edu/admin/dso/. If you have a letter from the office of Disability Resources for Students indicating you have a disability that requires academic accommodations, please present the letter to me so we can discuss the accommodations you might need for this class.

## Readings and Course Materials

Course readings include academic articles and book chapters, cases, and journal articles written by some of leading scholars and practitioners in the field of public policy. All course materials are available as a link from the syllabus or on the Canvas website (http://canvas.uw.edu) under the Readings folder in the Pages tab. There is no assigned textbook for this course.

Please complete all readings prior to coming to class. While in class, it is wise to have access to the readings, either in print or electronic form. Please note that I may add readings as the quarter progresses, so please check the syllabus and website regularly.

**Cases.** We will review two cases this quarter, which will allow students to discuss course topics in a practical, applied context. All case materials will be posted to the course Canvas site. Cases are intended to improve your ability to think about a complex scenario and develop concise analyses of the situation. A good way to get to the heart of a case is to try to summarize the story in case in one sentence. Most good teaching cases have no obvious right answers. Rather, there are many possible answers, each with its advantages and disadvantages, and about which reasonable people may disagree. Case discussions will generally focus on the actions or problems of leadership or management in the case as they are caused or influenced by contextual (structural or institutional) factors. You may be asked, "What would you do (and why)?" You may be asked to play the roles of actors in the case, and there may be brief, spontaneous, in-class "role plays."

**Course Schedule and Readings:**

*Conceptualizing Public Policy*

**March 27  Session 1: Introduction: What is Public Policy?**

- Anderson, James E. (2015) "*Public Policymaking: An Introduction.*" 8th Edition. United States: Cengage Learning.  Chapter 1: "The Study of Public Policy," pp. 1-19.


  Optional: The rest of Chapter 1, pp. 19-32.  This portion is about theories of public policy, some of which we will cover later in this class and some of which we won't.


**March 29  Session 2: Defining a Policy Problem: The Case of Climate Change**

- Global Warming 101, Natural Resources Defense Council
  https://www.nrdc.org/stories/global-warming-101
- Explore http://climate.nasa.gov/, which has facts and lots of links to articles and resources (see links on upper right of page.)


*Why We Need Public Policy*

**April 3      Session 3: Individual Interests and Collective Action I: Strategic Interaction**

- Schelling, Thomas C. (1984)  "Chapter 10: What is Game Theory?" in "*Choice and Consequence.*" Cambridge, MA and London: Harvard University Press.
  Excluding sections "Voting Strategy as an Example" through "Probabilistic Uncertainty and Numerical  Preferences'  (pp. 226-238.)
- Colman, Andrew M. (1982) "*Game Theory and Experimental Games: The Study of Strategic Interaction.*" Pergamon Press. Chapter 6, pp. 93-104.
- Roeder, Oliver (2017) "How To Win A Nuclear Standoff: President Trump and Kim Jong Un's Saber-Rattling Is Dangerous, But Not Irrational," *Five Thirty Eight*
  https://fivethirtyeight.com/features/how-to-win-a-nuclear-standoff/

- Optional:
  New York Times, April 29, 2005, "*Rock, Paper, Payoff: Child's Play Wins Auction House an Art Sale*" by Carol Vogel.

  Sections "Voting Strategy as an Example" through "Probabilistic Uncertainty and Numerical  Preferences'  (pp. 226-238) in  Schelling, Thomas C. (1984)  "Chapter 10: What is Game Theory?" *This reading is a bit technical, but it includes a very nice example of backwards induction if you want to see how that works in a complicated sequential game.*

**April 5      Session 4: Individual Interests and Collective Action II: Markets versus Government**

- Stone, Deborah.  (2012).” *Policy Paradox: The Art of Political Decision Making.*” London and New York, NY: WW Norton and Company. Chapters 1 and 3.

- **Optional for anyone who wants more on markets and market failures:** Munger, Michael C. (2000) “*Analyzing Policy: Choices, Conflicts and Practices.*” London and New York: W. W. Norton & Company. Chapter 3, and Chapter 4, pp. 106-108 and 113-126.

**April 10    Session 5: Collective Action Failure and Public Policy**

- Hardin, Russell . (1982) *Collective Action*; Baltimore: Johns Hopkins/Resources for the Future; Chapters 1 & 2, pp. 6-35.
- Ostrom, Elinor. (2008) “*A Behavioral Approach to the Rational Choice Theory of Collective Action: Presidential Address, American Political Science Association, 1997.*” The American Political Science Review, Vol. 92(1): 1-22 http://www.jstor.org.offcampus.lib.washington.edu/stable/pdf/2585925.pdf

- Runyon, L. (2017). “How These Colorado Farmers Banded Together To Save Their Water Supply.” KRCC. http://krcc.org/post/how-these-colorado-farmers-banded-together-save-their-water-supply

- Optional reading: Dawes, Robyn M., Richard H. Thaler. (1988) "Cooperation." *The Journal of Economic Perspectives*, Vol. 2(3):187-197. http://www.jstor.org.offcampus.lib.washington.edu/stable/1942822?seq=1#page_scan_tab_contents

  **Due: Homework Assignment #1**

*Values and Public Policy*

**April 12    Session 6: American Politics, Political Culture, and Values**

- Excerpts from the U.S. Constitution, the Declaration of Independence, and Alexis De Tocqueville's *Democracy in America*
- *About America: How the United States is Governed*, Braddock Communications, 2004
- **In-class example**: Ammon Bundy and the standoff at the Malheur National Wildlife Refuge

**April 17    Session 7: Equity and Representativeness in Public Policy**

- Excerpts from Stone, D. (2002). Policy paradox: The art of political decision making, revised edition. *London and New York, NY: WW Norton and Company*.
- French, D. (2017, January 28). Trump's Executive Order on Refugees – Separating Fact from Hysteria. *National Review.* Available here: http://www.nationalreview.com/article/444370/donald-trump-refugee-executive-order-no-muslim-ban-separating-fact-hysteria
- Sachs, J. (2017, March 19). The Muslim ban and American history. *The Boston Globe*. Available here: https://www.bostonglobe.com/opinion/2017/03/19/the-muslim-ban-and-american-history/jf8g3ogrBZ2zkdIJRYELbN/story.html
- **In-class example**: Executive Order 13769
  - ○ Full EO available here: https://www.whitehouse.gov/the-press-office/2017/03/06/executive-order-protecting-nation-foreign-terrorist-entry-united-states *(not required reading, but available for those interested)*

*Agenda Setting and Policy Formulation*

**April 19    Session 8: Agenda Setting**

- Birkland, T. A. (2014). Agenda setting, power, and interest groups, in *An Introduction to the Policy Process: Theories, Concepts and Models of Public Policy Making*, Routledge. 168-201.
- Moy, P., Tewksbury, D., & Rinke, E. M. (2016). Agenda- Setting, Priming, and Framing. *The International Encyclopedia of Communication Theory and Philosophy*.
- **In-class examples**: Sanctuary cities, Sound Transit 3

**April 24    Session 9: Policy Formulation**

- John, P. (2003). Is there life after policy streams, advocacy coalitions, and punctuations: using evolutionary theory to explain policy change?. *Policy Studies Journal*, *31*(4), 481-498.
- Thaler Richard, H., & Sunstein Cass, R. (2008). Nudge: Improving decisions about health, wealth, and happiness. Chapter 13, Improving School Choices., pp. 201-209. *New York, NY. Penguin.*
- Kamentz, A. (2017, January 31). Under DeVos, Here's How School Choice Might Work. *National Public Radio.* Retrieved from http://www.npr.org/sections/ed/2017/01/31/512507538/under-devos-heres-how-school-choice-might-work
- **In-class example**: Charter schools and "school choice."

   **Due: Homework Assignment #2**

**April 26    Session 10: Case Study: Immigration Reform**

- Watch "Immigration Battle," a 2-hour documentary on the politics of immigration reform from PBS Frontline.

- o   http://www.pbs.org/wgbh/frontline/film/immigration-battle/

**May 1      Session 11: \*\*Midterm\*\***

*Public Organizations and "Governance"*

**May 3      Session 12: Managing Public Organizations**

- Fernandez, S., & Rainey, H. G. (2006). Managing successful organizational change in the public sector. *Public administration review*, *66*(2), 168-176.
- Light, P. C. (2008). A government ill executed: The depletion of the federal service. *Public Administration Review*, *68*(3), 413-419.
- Katz, E. (2014, August 20). How veterans' preference laws are dragging down federal hiring. *Government Executive.* Available here: http://www.govexec.com/pay-benefits/2014/08/how-veterans-preference-laws-are-dragging-down-federal-hiring/91991/
- **In-class example**: Federal government recruitment

**May 8      Session 13: The External Context of Public Policy**

- Svara, J. H. (2001). The myth of the dichotomy: Complementarity of politics and administration in the past and future of public administration. *Public administration review*, *61*(2), 176-183.
- Crosby, B. C., Stone, M.M. & Bryson, J. M. (2015). Governance in an Era of Partnerships, in *The Handbook of Public Administration*, eds. Perry, J. and Christensen, R., 38-54
- Wheelan, C. (2010). *Naked Economics: Undressing the Dismal Science (Fully Revised and Updated)*. Chapter 8, The Power of Organized Interests: What Economics Can Tell Us About Politics, pp. 175 – 190. WW Norton & Company.
- Mapes, L.V. (2017, March 15). Silence reigns as sewage spews into Puget Sound. Here's why. *The Seattle Times.* Available here: http://www.seattletimes.com/seattle-news/environment/silence-reigns-as-sewage-spews-into-puget-sound-heres-why/
- **In-class example**: Cleaning up Puget Sound

*Policy Implementation*

**May 10     Session 14: Implementing Public Policy (I)**

- Kettl, D. F. (2015). Implementation, in *Politics of the Administrative Process*, Sage CQ Press, 332-360.
- Shambaugh IV, G. E., & Weinstein Jr, P. J. (2016). *The Art of Policymaking: Tools, Techniques and Processes in the Modern Executive Branch*. Chapter 8, Policy Implementation Tools. CQ Press.

- Lester, C. (2016, September 13). With changes, Seattle could shelter all of its homeless. *Crosscut.* Available here: http://crosscut.com/2016/09/mayor-ed-murray-human-services-pathways-home-reform/
- **In-class example**: Homelessness services in Seattle

## May 15    Session 15: Implementing Public Policy (II)

- Agranoff, R. (2006). Inside collaborative networks: Ten lessons for public managers. *Public administration review*, *66*(s1), 56-65.
- Milward, H. B., & Provan, K. G. (2000). Governing the hollow state. *Journal of Public Administration Research and Theory*, *10*(2), 359-380.
- Excerpts from the Northwest High Impact Drug Trafficking Area (NWHIDTA) Marijuana Impact Report
- **In-class example**: Managing the marijuana industry in Washington State

   **Due: Homework Assignment #3**

*Policy Evaluation and Reform*

## May 17     Session 16: Program Evaluation: Measuring Performance and Outcomes Using Data

- Wheelan, Charles.  (2010) *Introduction to Public Policy* Excerpts from Chapter 9, Gathering and Measuring Information (9.3.1-9.3.2) and Chapter 13, Program Evaluation.  W.W. Norton and Co.

## May 22    Session 17: What is the Public Interest? Introduction to Benefit Cost Analysis

- Anthony Boardman, David Greenberg, Aidan Vining, and David Weimer. Excerpts from Chapters 1 and 2 *of Cost-Benefit Analysis: Concepts and Practice*. Pearson, 4th edition, 2010.
- Trotta, Daniel. (2011) "US Safer 10 Years After 9/11, But at What Cost?" Reuters News Service, September 7, 2011.
  http://www.huffingtonpost.com/2011/09/07/us-safer-10-years-after_n_951543.html

## May 24    Session 18: Benefit Cost Analysis continued

- Office of Management and Budget. (2003) "*Circular A4: Regulatory Analysis*". Read A, B, C, D through the "Benefit-Cost Analysis" section.
  https://obamawhitehouse.archives.gov/omb/circulars_a004_a-4/

  Optional: Skim E-H.

## May 29    Session 19: Challenges for Policy Evaluation: Valuing Life, Health and Other Intangibles

- Brannon, Ike. (2004) "What is a Life Worth?" *Regulation* 27(4): 60-63, Winter 2004.
  http://burningissues.org/pdfs/brannon-vsl.pdf
- Applebaum, Binyamin. (2011) "As U.S. Agencies Put More Value on a Life, Businesses Fret." *New York Times,* February 16, 2011.
  http://www.nytimes.com/2011/02/17/business/economy/17regulation.html?_r=1&pagewanted=all&
- Radiolab. (2014) "Worth" *Radiolab* Season 13, Episode 3, first segment: "How Much Would You Pay for a Year of Life." December 23, 2014.
  http://www.radiolab.org/story/worth/

  **Due: Homework Assignment #4**


**May 31 Session 20: Wrap-up and Case Study: The Affordable Care Act and Health Reform**

- White, Chapin. (2010) "The Health Care Reform Legislation: An Overview," *The Economists' Voice*: Vol. 7 : Iss. 5, Article 1. (See below for link.)
- Cutler, David M. (2010) "The Simple Economics of Health Reform," *The Economists' Voice*: Vol. 7 : Iss. 5, Article 2. (See below for link.)
  Previous 2 articles are available at:
  http://www.degruyter.com.offcampus.lib.washington.edu/view/j/ev.2010.7.5/issue-files/ev.2010.7.issue-5.xml
- Obama, Barack. (2016) "United States Health Care Reform: Progress to Date and Next Steps." *JAMA* 316(5):525-532.
  https://jamanetwork.com/journals/jama/fullarticle/2533698
- To skim/for reference: Kaiser Family Foundation "Summary of the Affordable Care Act." April 23, 2013.
  http://files.kff.org/attachment/fact-sheet-summary-of-the-affordable-care-act
- Optional: Rosenthal, Elisabeth. "Those Indecipherable Medical Bills? They're One Reason Health Care Costs So Much." March 29, 2017. *New York Times Magazine.*
  https://www.nytimes.com/2017/03/29/magazine/those-indecipherable-medical-bills-theyre-one-reason-health-care-costs-so-much.html?_r=0


**June 4 (Monday): Final Exam, 10:30am**