

Political Science 237  
Public Policy and Public Administration  
Spring 2009

John Reynolds  
Comenius 113  
Phone: 861-1408  
E-mail: [mejvr01@moravian.edu](mailto:mejvr01@moravian.edu)

**Office Hours:** M, T, W, TH 10:15 to 11:15 and by appointment

## **INTRODUCTION**

Within the U.S. political economy, there are two principal ways to provide for the collective action necessary to meet basic human needs and solve persistent social problems, including economic production and national defense. One is to rely on private markets. The other is through public administration. Reliance on the former requires establishing the authority of private property rights and their manipulation by private interests. Reliance on the latter requires a system of law and administration directed by democratic political processes and executed by a range of administrative entities wielding public authority.

To a considerable degree, both private and public organizations rely on some form of complex organization, bureaucratic structure and an ongoing commitment to rational decision making. In turn, the rational organization of complex tasks is very heavily dependent on the production, analysis and use of information. That is, the control and analysis of information profoundly impacts who wins and who loses in this society, on who receives the benefits and who bears the costs of organized activity.

These propositions extend to the formulation of policy, the administration of programs and the evaluation of administrative performance. This course is primarily concerned with how these factors characterize the administrative process in the United States. As such, the course is directed at five outcomes:

1. An understanding of the intellectual and historical origins of the modern administrative state.
2. An appreciation of the characteristics of complex organizations and the institutional structures which constitute the American administrative state.
3. An understanding the policy process including the organization and use of information, the role of constituency interests and the political constraints that impact on agency performance and accountability.
4. Reflective consideration of the normative standards that guide public policy making in the United States.
5. An introduction to the nature of decision making, policy design and implementation with a particular emphasis on recognizing and assessing the inventory of policy tools available to decision makers.

The course will feature an emphasis on environmental policy as a means to examine these issues and reach these outcomes.

## **ATTENDANCE**

Students are expected to attend all classes. Absences due to legitimate Moravian College extracurricular activities, a doctor's excuse or notification by the Dean of Students Office will allow a student to be excused from class. All other excuses are subject to the instructor's discretion.

## **ACADEMIC HONESTY**

All students should be aware of their obligations under the Academic Honesty Policy published in the Student Handbook.

## **BOOKS**

Donald Kettl and James Fesler, **The Politics of the Administrative Process**, third edition, (Washington, D.C.: Congressional Quarterly, 2005)

Walter Rosenbaum, **Environmental Politics and Policy**, seventh edition, (Washington, D.C.: Congressional Quarterly, 2007)

Deborah Stone, **Policy Paradox: The Art of Political Decision Making**, (New York: W.W. Norton, 2002)

## **EVALUATION OF THE STUDENT'S WORK**

The student's grade will be determined on a 250 point basis through the following assignments:

Take Home Essay I	50 points
Take Home Essay II	50 points
Take Home Essay III	50 points
Take Home Essay IV	50 points
Roundtable participation	20 points
Instructor evaluation	30 points

## **INSTRUCTOR EVALUATION**

This portion of the student's grade will be based on attendance, student performance in class and meeting student responsibilities including completion of the readings. It is expected that each student will have completed the readings prior to the class in which the reading is due. Students will be expected to answer questions when asked and a record of in class participation will be kept. To facilitate completion of reading assignments, each student will write two questions on that day's reading assignment. If there are readings from more than one text, there needs to be at least one question from

each text. These questions should be typewritten and available for submission to the instructor upon request.

## **TAKE HOME ESSAYS and ROUNDTABLE**

Each student will complete four take home essays. These essays are intended to demonstrate the degree to which the students have mastered the material in the course and the degree to which the student outcomes listed above have been achieved. The essays will be evaluated on the following criteria:

- Clear definition of terms
- Organization, clarity and concreteness of the discussion
- Evidence of engagement in the reading

Each essay is constructed to cover a portion of the course materials. The materials that should be referenced in preparing each essay and the due date for each essay are listed below the essay number. There is no absolute minimum or maximum length for these essays, but generally it is expected that they will be 3 to 6 pages typewritten.

### **Take Home Essay I**

**Course assignments to be included: 1/22 through 2/17**

**Due date: 2/19**

What is the administrative state? Why does it exist? Where does it fit into the U.S. political economy and constitutional structure?

### **Take Home Essay II and Roundtable**

Prior to the completion of this essay, the class will engage in a group exercise leading to a roundtable discussion in class. For this assignment, each student will be assigned to a group that will focus on one of the four policy goals identified for the essay. For the assigned goal, each group must prepare to answer the following questions:

1. What is the nature of the goal? How is it defined?
2. Why should the goal be a compelling responsibility or high priority for government?
3. Should the assigned goal be a higher priority than other goals and why?

On 2/24, groups will meet in class to begin to review the readings and prepare answers to the questions. On 2/26, there is no class meeting but group meetings will continue to prepare for the presentations and roundtable to be held on 3/10. For that discussion, each group will select a spokesperson who will present how the first two questions were answered by the group. Each spokesperson will have five minutes to present the answers. Two minutes will then be allowed for any member of the group to elaborate or add comments. Those presentations will be followed by a full class discussion of the third

question. Each member of each group will also complete an evaluation form that evaluates the contributions of other members of the group.

**Essay: Course assignments to be included: 2/24 through 3/10                      Due date: 3/17**

The class has discussed Stone four goals for public policy: equity, efficiency, liberty and security. Summarize each goal. Provide an example from environmental policy that illustrates the government's pursuit of each goal or where goal conflicts can be found.

**Take Home Essay III**

**Course assignments to be included: 3/12 through 4/7                      Due date: 4/16**

How are administrative decisions made? What are the key variables that influence what decisions are reached?

**Take Home Essay IV**

**Course assignments to be included: 4/14 through 4/28                      Due date: Final exam date**

There are three steps to this essay:

1. Using the Rosenbaum text, select one of the following issues: toxic and hazardous substances, energy or climate diplomacy.
2. Identify and discuss three elements of the issue area that make implementation of policies in that area problematic or difficult. Make sure you explain why you understand that the selected element constitutes a challenge for the successful implementation of a response to the problems described by Rosenbaum.
3. Select three of the four categories of "solutions" discussed by in class and discuss how that type of policy approach can be used to address the problems discussed by Rosenbaum.

## Course Outline

- I. Introduction (1/20)
- II. Administration and Society
  - A. Intellectual and social roots of administrative state (1/22)
  - B. Political economy (1/27 and 2/3)
    - 1. Markets and market failures **Read:** Stone, Ch. 1; Rosenbaum Ch. 9
    - 2. The functions of the state **Read:** Kettl and Fesler, Ch. 3
  - C. Organization theory and characteristics of bureaucracy (2/5 and 2/10)  
**Read:** Kettl and Fesler, Ch. 4 and 5.
- III. The Administrative State
  - A. Introduction to the administrative state (2/12)
    - 1. The establishment of the administrative state
    - 2. Politics/administration distinction
    - 3. Delegation of authority and mission
    - 4. Administrative discretion
    - 5. Accountability and Oversight**Read:** Kettl and Fesler, Ch 1 and 2
  - B. The Structure of the Administrative State (2/17)
    - 1. Structure of the federal executive branch
    - 2. Separation of Powers and Federalism**Read:** Kettl and Fesler, Ch. 6.; Rosenbaum, pp. 63-97
  - C. Political accountability (2/19)  
**Read:** Kettl and Fesler, Ch. 14.
- IV. Policy Goals (2/24 – 3/10) **Read:** Stone, Ch. 2-5.
  - A. Equity
  - B. Efficiency
  - C. Liberty
  - D. Security
- V. The Policy Process (3/12 and 3/17)
  - A. The policy cycle, policy types and problem definition  
**Read:** Rosenbaum pp. 27-37; Stone Ch. 6

- B. Policy subsystems, constituencies, clientele and networks  
**Read:** Rosenbaum pp. 38-60; Stone Ch. 9

## VI. Decision Making and Formal Political Analysis

- A. Science, social science and causal theory (3/19)  
**Read:** Stone, Ch. 8; Rosenbaum Ch. 4
- B. Measurement (3/26)  
**Read:** Stone, Ch. 7; Rosenbaum Ch. 5
- C. Methods of decision making (3/31-4/7)  
**Read:** Kettl and Fessler, Ch. 10; Stone, Ch. 10

## VII. Policy Design and Implementation

- A. Problems of Implementation (4/14)  
**Read:** Kettl and Fessler, Ch. 12
- B. Persuasion (4/16)  
**Read:** Stone, Ch. 13
- C. Command and control (4/21)
- D. **Read:** Stone, Ch. 12, Rosenbaum,
- E. Incentive based (4/23)  
**Read:** Stone, Ch. 11
- F. Adjudication (4/28)  
**Read:** Kettl and Fessler, Ch. 13; Stone, Ch. 14