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PREFACE

Each chapter of this instructor's manual has six elements: a chapter outline, teaching objectives, discussion questions, lecture launchers, assessments, and websites. Depending on your experience teaching public policy, you may want to use some or all of these, and of course modify them as needed.

The chapter outline and the teaching objectives can be used for your own information, to review before preparing a lecture, or can be incorporated into your presentation. These elements are designed to present for you at a glance the textbook's coverage.

The discussion questions can be used in a number of ways. They can be assigned to accompany assigned reading, giving students a similar direction that will ensure that they have begun to consider some of the important issues you wish to cover. Assigned ahead of time or not, they can be used for general discussions in class, or provide material for small group discussions. If you are using small group discussions – three or four students is ideal – it is generally advisable to bring the class back together afterward to compare findings and relate what the students have thrashed out back to your main ideas. Discussions will be more effective if you can help students incorporate this process into the context of the material you are presenting. For this reason, discussions might be effectively used prior to a lecture. If your lecture and the discussion questions cover the same issues, you may find students more receptive to what you have to teach if they have already considered key issues.

The lecture launchers are simply ideas to get you started in preparing your lectures. Each gives you a possible approach to the subject covered in each chapter. Some common takes I have suggested include historical approaches, basing your lecture on one key piece of legislation or situation, forming a lecture around a clear arguing point, or structuring your lecture on a relevant process. In many cases, more than one of the ideas provided could be combined. However, it is better to keep your lecture clear and streamlined along one idea than to try to incorporate many approaches.

Also provided is three sets of assessments: multiple choice, true/false, and essay. Each set is designed to cover all of the material presented in the chapter. Finally, key websites are provided. These can be included as pointers on your course syllabus or website, or incorporated more directly in your teaching. As with the discussion questions, students can be asked to peruse a site or sites before class, perhaps with a question or two to consider to help them focus their exploration. Don't expect students to wander endlessly through a website; this isn't productive. Websites can also be effectively used in your lecture to demonstrate the processes involved in public policy making. In this respect, brief excursions into a website may be incorporated into your lecture.

CHAPTER 1

POLICY ANALYSIS: WHAT GOVERNMENTS DO, WHY THEY DO IT, AND WHAT DIFFERENCE IT MAKES

CHAPTER OUTLINE AND SUMMARY

I. What Is Public Policy?

A. A study of public policy examines what governments do, why they chose certain actions, and the impact of these actions. Public policy is worth studying because it focuses on the choices governments make and, more particularly, the intended and unintended consequences of policy decisions.

B. Definition of Policy

Public policy is defined as what governments chose to do or chose not to do.

C. Policy Expansion and Government Growth

As government has grown in the last century, the scope of public policy has also expanded.

D. Scope of Public Policy

Although the scope of public policy has expanded greatly in the last decades, it is not all inclusive.

II. Why Study Public Policy?

A. Political science goes beyond an understanding of governmental institutions and processes. It also includes public policy, which focuses on the causes and consequences of government actions.

III. What Can Be Learned from Policy Analysis?

Policy analysis examines the actions of governments, the causes of those actions, and their impact. Descriptive analysis of the government examines what the government does or does not do. Why do governments take or fail to take certain actions? In this analysis, policy is the dependent variable, and the causes or determinants of public policy are the independent variables. Policy evaluation studies the results of implementing public policy. In this context, policies are independent variables, and their impacts are dependent variables.

A. Description

The first step of policy analysis consists of careful description of current policy.

B. Causes

Having described the components of a given public policy, policy analysis then moves to those factors that impact public policy.

C. Consequences

Finally, policy analysis includes an examination of the effects of public policy.

IV. Policy Analysis and Policy Advocacy

Policy analysis is contrasted with policy advocacy: the latter prescribes actions, while analysis policy analysis seeks to explain. The three main ingredients of policy analysis are: a focus on explanation, which takes precedence over prescription, a thorough search for the causes and consequences of public policies, an effort to test theories with reliable findings.

V. Policy Analysis and the Quest for Solutions to America's Problems

Policy analysis should assume that not all of our society's problems can be eradicated. Government is constrained by—and cannot ever dominate—a mass of social forces. What problems should be the targets of public policy? Without agreement on this issue, public policy has little hope of success.

A. Limits on Government Power

Many of society's problems are intractable, and beyond the control of any public policy.

B. Disagreement over the Problem

Where no consensus exists concerning a problem, the search for a public policy answer is greatly hampered.

C. Subjectivity in Interpretation

Values inevitably come into play in the interpretation of research.

D. Limitations on Design of Human Research

Research in the social sciences is fraught with limitations and difficulties, simply because human subjects are involved.

E. Complexity of Human Behavior

The behavior of groups and even individuals is so complex that any findings are necessarily of limited use to political scientists.

VI. Policy Analysis as Art and Craft

Policy analysis is both an art—requiring insight and creativity—and a craft—requiring knowledge of applied sciences. Aaron Wildavsky was firm in asserting that no one model can be used and no model of choice will be presented in this text.

TEACHING OBJECTIVES

1. Identify the meaning and scope of the concept “public policy.”
2. Formulate research questions and hypotheses for the analysis of public policy.
3. Distinguish between policy analysis and policy advocacy.
4. Identify and evaluate the limits of our ability to evaluate/analyze public policy.

DISCUSSION QUESTIONS

1. Consider the use of government spending as a measure of what governments do, and their priorities. What other measures might replace or complement this one?
2. Taking any governmental body, discuss what could be learned about it through policy analysis.
3. Compare the approaches of “traditional” and “behavioral” political science, using specific examples, such as education or transportation policy.
4. Apply the three-way relationship between public policy and its causes and outcomes pictured on page eight to a current public policy question.
5. How can policy analysts overcome some of the problems inherent in policy analysis?

LECTURE LAUNCHERS

1. Begin with the text's question “Why study public policy?” and solicit student responses, leading into an examination of the possibilities and limitations of forming public policy.

2. Using a policy institute – for instance the Brookings Institution or the Heritage Foundation – use the institute to begin a lecture focusing on the functions of public policy analysis, policy formation, and policy advocacy.
3. Use an historical example – such as the Tea Act of 1773 – that had egregious unintended consequences, begin with an examination of the difficulties of public policy.

MULTIPLE CHOICE QUESTIONS

1. According to the text, _____ is a common indicator of governmental functions and priorities.
 - a. policy advocacy
 - b. government spending
 - c. regulatory activity
 - d. policy analysis

Answer: b (p. 4)

Skill Level: Factual

2. Government's responsibilities have generally
 - a. grown in recent years.
 - b. constricted in recent years.
 - c. stayed about the same in recent years.
 - d. varied greatly in recent years.

Answer: a (p. 3)

Skill Level: Factual

3. Governmental growth during the twentieth century may be attributed to all BUT WHICH of the following?
 - a. World War I and World War II
 - b. the Great Depression
 - c. massive immigration
 - d. Great Society programs

Answer: c (p. 4)

Skill Level: Factual

4. Total government spending (state, local, and federal) currently accounts for about what percentage of the gross domestic product?
 - a. 35
 - b. 25
 - c. 45
 - d. 15

Answer: a (p. 4)

Skill Level: Factual

5. The most expensive undertaking of the federal government is
 - a. education.

- b. national defense.
- c. Social Security and Medicare.
- d. interest on the national debt.

Answer: c (p. 5)

Skill Level: Factual

6. The most expensive undertaking of state and local governments is
- a. highways.
 - b. education.
 - c. national defense.
 - d. welfare.

Answer: b (p. 3)

Skill Level: Factual

7. “Traditional” political science focuses primarily on
- a. causes of government activity.
 - b. the behavioral processes of government.
 - c. the institutional structure of government.
 - d. an evaluation of the consequences of societal policies.

Answer: c (p. 5)

Skill Level: Conceptual

8. The study of public policy focuses on governmental
- a. structure.
 - b. theory.
 - c. actions.
 - d. institutional history.

Answer: c (p. 6)

Skill Level: Conceptual

9. Studying the impact of the passage of the Fifteenth Amendment is an example of
- a. policy description.
 - b. policy advocacy.
 - c. policy implementation.
 - d. policy evaluation.

Answer: d (p.7)

Skill Level: Conceptual

10. A close look at the terms of the Hay–Bunau-Varilla Treaty is an example of
- a. policy advocacy.
 - b. policy evaluation.
 - c. policy analysis.
 - d. policy description.

Answer: d (pp. 6-7)

Skill Level: Applied

11. Examining the consequences of public policy is often referred to as

- a. policy advocacy.
- b. policy evaluation.
- c. policy analysis.
- d. policy description.

Answer: b (p. 7)

Skill Level: Factual

12. When using test scores to measure the impact of education policy, we are taking part in

- a. policy analysis.
- b. policy evaluation.
- c. policy description.
- d. behavioral science.

Answer: b (p.7)

Skill Level: Applied

13. Prescribing a direction in public policy is referred to as

- a. agenda setting.
- b. policy advocacy.
- c. policy evaluation.
- d. policy analysis.

Answer: b (p. 7)

Skill Level: Factual

14. The work of a policy analyst includes all of the following except

- a. rigorous examination of the causes of public policy.
- b. systematic examination of the impact of public policy.
- c. prescribing policy preferences.
- d. scientifically studying public policy.

Answer: c (p. 8)

Skill Level: Factual

15. Which of these would typically be the work of a policy advocate, but not a policy analyst?

- a. explanation
- b. prescription
- c. research
- d. modeling

Answer: b (p.9)

Skill Level: Applied

16. Policy _____ a. analysis
activism. b. evaluation

requires the skills
of rhetoric,
persuasion,
organization, and

- c. advocacy
- d. expansion

Answer: c (p. 8)

Skill Level: Factual

17. One problem that researchers have in their attempt to find solutions for public problems is
- a. an inability to quantify data.
 - b. a lack of understanding of the scientific method.
 - c. a disagreement about what the problems are.
 - d. the lack of understanding of the social and economic environment.

Answer: c (p. 7)

Skill Level: Factual

18. In scientific terms, when we study the causes of public policy, policies become the _____ variables and their determinants become the _____ variables.
- a. evaluation, recommendation
 - b. independent, dependent
 - c. cause, consequences
 - d. dependent, independent

Answer: d (p. 7)

Skill Level: Factual

19. The most serious reservation about policy analysis is the inability to make accurate predictions because of
- a. lack of accurate data.
 - b. the complexity of human behavior.
 - c. value conflicts among researchers.
 - d. the Hawthorne effect.

Answer: b (p. 10)

Skill Level: Factual

20. Policy analysis is an art and a craft. It is an art because of the need for
- a. specialist knowledge of economics.
 - b. knowledge of public administration.
 - c. creativity in dealing with public issues.
 - d. statistical expertise.

Answer: c (p. 11)

Skill Level: Conceptual

TRUE/FALSE QUESTIONS

1. Public policy focuses on support for legislation and other government actions.

Answer: False (p. 3)

Skill Level: Conceptual

2. The Great Society resulted in a dramatic shrinking of the size of the U.S. government.

Answer: False (pp. 3-4)

Skill Level: Factual

3. Gross Domestic Product is a common measure indicating a government's size.

Answer: True (p. 3)

Skill Level: Factual

4. "Traditional" political science centers on behaviors such as voting and lobbying.

Answer: False (p. 5)

Skill Level: Conceptual

5. The study of public policy is an aspect of political science.

Answer: True (p. 6)

Skill Level: Conceptual

6. An examination of the impact of the No Child Left Behind Act is an example of policy description.

Answer: False (pp. 6-7)

Skill Level: Applied

7. Policy evaluation provides information about the causes of public policy.

Answer: False (p. 7)

Skill Level: Conceptual

8. Policy advocacy is essentially persuasion in favor of a given public policy.

Answer: True (pp. 7-8)

Skill Level: Conceptual

9. Policy analysis can be used to put an end to differences in values.

Answer: False (pp.9-10)

Skill Level: Conceptual

10. Measurement of test results as a consequence of the No Child Left Behind Act is an example of the art of understanding public policy.

Answer: False (p. 11)

Skill Level: Applied

ESSAY QUESTIONS

1. Understanding public policy is both an art and a craft. Provide a public policy scenario – actual or imagined – and illustrate how these two modes of thought might provide solutions.
2. Policy analysis is finding out what governments do, why they do it, and what difference it makes. Choose a governmental entity – such as the Department of the Interior – and outline what you would hope to learn about it from policy analysis.

3. What overlap – if any – exists between the tasks of the policy analyst and the policy advocate?

4. Why study public policy?
5. Evaluate the use of government spending as an indicator of priorities.

WEB SITES

Office of the President. White House home page, with president's policy positions, speeches, press releases, etc. www.whitehouse.gov

U.S. House of Representatives. Official House Web site, with links to individual House members' Web sites. www.house.gov

U.S. Senate. Official Senate Web site, with links to individual senators' Web sites. www.senate.gov

U.S. Congress on the Internet. Library of Congress Thomas search engine for finding bills and tracing their progress through Congress. <http://thomas.loc.gov>

Federal Statistics Online. Links to federal statistical reports, listed by topic A–Z. www.fedstats.gov

U.S. Census Bureau. The official site of the Census Bureau, with access to all current reports—population, income and poverty, government finances, etc. www.census.gov

First Gov. U.S. government's official portal to all independent agencies and government corporations. www.firstgov.gov

Federal Judiciary. U.S. judiciary official site, with links to all federal courts. www.uscourts.gov

Supreme Court Cases. Compilation of all key U.S. Supreme Court decisions. www.supct.law.cornell.edu

Library of Congress. Compilation of the laws of the United States. <http://thomas.loc.gov>

CHAPTER 2

MODELS OF POLITICS: SOME HELP IN THINKING ABOUT PUBLIC POLICY

CHAPTER OUTLINE AND SUMMARY

I. Models for Policy Analysis

Models represent simplified versions of reality, to aid comprehension.

A. Uses of Models

All of the models used in this text are conceptual models.

B. Selected Policy Models

No one model is superior to the others, each being useful in a variety of settings.

II. Process: Policy as Political Activity

The six-part policy process applies generally to all policymaking, beginning with problem identification and ending with policy evaluation.

III. Institutionalism: Policy as Institutional Output

The institutions of government were the traditional concerns of political science. Government institutions are important as they are the means by which solutions to policy issues become public policy. Though the Constitution provides the basic framework for government institutions, considerable change has occurred since its adoption.

IV. Rationalism: Policy as Maximum Social Gain

The idea of “maximum social gain” assumes that the costs of any policy will be less than the gains achieved and that the policy producing the greatest benefit should always be chosen. The rational-policy approach also assumes that it is possible to identify what an entire society wants. The difficulties in this approach mean that it is rarely used.

V. Incrementalism: Policy as Variations on the Past

Posited as a response to the rational model of policymaking, incrementalism uses the status quo as a basis for modifications. The approach assumes that comprehensive change is not practical and that incremental change is more easily achieved. However, incrementalism is less viable in crisis situations.

VI. Group Theory: Policy as Equilibrium in the Group Struggle

Group theory assumes that the interests and actions of groups are central in politics, and it sees public policy as the equilibrium achieved by struggle among influential groups. The approach includes the notion that equilibrium is maintained by a latent group composed of most Americans, by overlapping group membership, and by checks and balances produced by competition among groups.

VII. Elite Theory: Policy as Elite Preference

The elite theory assumes that the masses are apathetic and that public policy reflects the wants and beliefs of the elite.

VIII. Public Choice Theory: Policy as Collective Decision Making by Self-Interested Individuals

Public choice theory looks at policymaking from an economic point of view, with the idea of the social contract as one of its key tenets. It assumes that government must provide public goods, and address the issue of externalities, when the activities of one

actor impose costs on another.

IX. Game Theory: Policy as Rational Choice in Competitive Situations

- A. In this theory, players make interdependent choices, using brinksmanship and deterrence to achieve their goals.
 - X. Models: How to Tell If They Are Helping or Not
 - Models are only useful if they help us to understand political life, identify key aspects of policy, mimic reality, communicate concepts in a meaningful way, give means by which they can be tested, and hypothesize about the causes and consequences of public policy.
 - A. Order and Simplify Reality
 - Models need to strike a balance between simplifying reality in order to analyze political life, and the danger of oversimplifying.
 - B. Identify What Is Significant
 - A difficult task in applying any model, is determining what aspects of public policy must be included.
 - C. Be Congruent with Reality
 - While models are only concepts, they must have a relationship with reality.
 - D. Provide Meaningful Communication
 - A model is only meaningful if it is based on ideas for which some consensus exists.
 - E. Direct Inquiry and Research
 - Any model must be testable and capable of being validated.
 - F. Suggest Explanations
- Models must go beyond *description* of public policy to *explication*.

TEACHING OBJECTIVES

1. Describe the policy process and activities associated with the adoption of public policy.
2. Identify the various policy models used to analyze the public policy process.
3. Evaluate concepts and models in the public policy process.

DISCUSSION QUESTIONS

6. Considering their shortcomings, why do policy analysts rely on models?
7. Do all policy models share certain limitations? What are these?
8. What elements of American political culture are reflected in the various models discussed in this chapter?
9. Which of these models seem most in conflict with another model or models? Which seem most compatible?
10. Assign pairs of models to different groups, and have each group compare the two models, considering underlying assumptions, applications, strengths, and weaknesses. Have each group report their findings as a basis for a general discussion.

A. In this theory, players make interdependent choices, using brinksmanship and

LECTURE LAUNCHERS

1. Beginning with institutionalism, structure a lecture chronologically, considering different models as responses to both earlier models, and to broader intellectual trends.
2. Taking a major policy area, begin by applying two sharply contrasting models to the issue, highlighting the differences in the two models. Focus the lecture on the element of choice exercised by analysts in using different models.
3. Structure a lecture around one policy area, and examine each model in relation to that policy area, inviting student participation in a discussion of the appropriateness of each model.

MULTIPLE CHOICE QUESTIONS

1. Models are used for all of the following reasons except
 - a. to simplify our thinking about public policy.
 - b. to suggest explanations for public policy.
 - c. to evaluate the morality of different policies.
 - d. to identify important aspects of policy problems.

Answer: c (p. 15)

Skill Level: Conceptual

2. Those that focus on the three branches of government (executive, legislative, and judicial) when studying public policy would be primarily interested in the
 - a. institutional model.
 - b. game theory model.
 - c. public choice model.
 - d. rational model.

Answer: a (p. 17)

Skill Level: Factual

3. _____ is the distribution of money and power among federal, state, and local governments.
 - a. Federalism
 - b. Policy formulation
 - c. Incrementalism
 - d. Policy legitimation

Answer: a (p. 17)

Skill Level: Factual

4. Which of the following is not part of the policy process?
 - a. agenda setting
 - b. policy evaluation
 - c. problem identification
 - d. policy input

1. Beginning with institutionalism, structure a lecture chronologically, considering
Answer: d (p. 16)

Skill Level: Factual

5. Which of these is based on older, more traditional political science?
- a. game theory
 - b. public choice model
 - c. institutional model
 - d. rational model

Answer: c (p. 17)

Skill Level: Conceptual

6. “Maximum social gain” is most associated with the
- a. institutional model.
 - b. rational model.
 - c. elite model.
 - d. group model.

Answer: b (p. 18)

Skill Level: Factual

7. To make a rational policy decision, policymakers must
- a. chose a policy based only on its benefits.
 - b. assess a policy based only on its costs.
 - c. chose a policy with the greatest advantage.
 - d. weigh benefits against costs

Answer: d (p. 18)

Skill Level: Conceptual

8. Incrementalism views public policy as
- a. the product of group conflict.
 - b. the desire of the elites.
 - c. the continuation of past policies.
 - d. the most cost-effective alternative.

Answer: c (p. 21)

Skill Level: Factual

9. Which of these is least likely to propose entirely new programs and policies?
- a. rational model
 - b. group model
 - c. game theory model
 - d. incremental model

Answer: d (p. 21)

Skill Level: Conceptual

10. The *latent group* in American society is comprised of those that
- a. generally support the political system.

- b. refuse to vote.
- c. are known as the elite.

- d. monopolize public power.

Answer: a (p. 23)

Skill Level: Factual

11. Group theory views public policy as

- a. the balance that is achieved between competing interests.
- b. the desires of the elites.
- c. the continuation of past policies.
- d. incremental in nature.

Answer: a (p. 23)

Skill Level: Factual

12. Elite theory maintains that

- a. society is divided into the many who have power and the few who do not.
- b. the few who govern are typical of the masses that are governed.
- c. the movement of nonelites to elite positions should be as rapid as possible.
- d. elites share consensus on the need to preserve the system.

Answer: d (p. 24)

Skill Level:

13. Elitism views the masses as largely

- a. passive, apathetic, and ill-informed.
- b. active, positive, and well-informed.
- c. fundamentally uncontrollable.
- d. maintaining a direct influence over the decision-making behavior of elites.

Answer: a (p. 23)

Skill Level: Factual

14. Public choice theory views policy as

- a. similar to the decisions made in marketplaces.
- b. driven by the desires of the few who have power.
- c. the outcome of conflict between self-interested groups.
- d. rational choice made in competitive situations.

Answer: a (p. 25)

Skill Level: Factual

15. As opposed to elite and group theory, public choice theory focuses on

- a. individuals.
- b. large groups.
- c. voters.
- d. economic forces.

Answer: a (p. 25)

Skill Level: Applied

16. Public choice theory

- a. views individuals as reacting very differently in politics than in the marketplace.

- b. does not agree with Locke's social-contract view as to the origin of government.
- c. helps explain why political parties and candidates do not like to offer clear policy alternatives.
- d. does not examine the economic cost of externalities.

Answer: c (p. 26)

Skill Level: Factual

17. In public choice theory, _____ occur when one actor or group imposes costs on others without compensation.

- a. group conflicts
- b. rational choices
- c. externalities
- d. deterrents

Answer: c (p. 26)

Skill Level: Factual

18. Deterrence is

- a. a form of elitism.
- b. effective against an irrational opponent.
- c. a psychological defense.
- d. a form of defense based on economic forces.

Answer: c (p. 28)

Skill Level: Factual

19. The notion of deterrence is an important component of

- a. incrementalism.
- b. systems analysis.
- c. public choice theory.
- d. game theory.

Answer: d (p. 28)

Skill Level: Factual

20. A useful model should do all of the following EXCEPT

- a. provide a simplified representation of reality.
- b. provide explanations for public policy.
- c. be testable.
- d. include all aspects of a given policy.

Answer: d (p. 29)

Skill Level: Conceptual

TRUE/FALSE QUESTIONS

1. The public choice model is the approach preferred by this text.

Answer: False (p.16)

Skill Level: Factual

2. Agenda setting is the first step in the policy process.

Answer: False (p. 16)
Skill Level: Factual

3. The institutional model focuses on governmental structures.

Answer: True (p. 17)
Skill Level: Factual

4. The rational model is based primarily on the dollar value of implementing a program.

Answer: False (p. 18)
Skill Level: Conceptual

5. The incremental method is generally preferred in times of crisis, when profound change is required.

Answer: False (pp. 21-22)
Skill Level: Conceptual

6. The latent group of Americans is composed of those who chose not to vote.

Answer: False (p. 23)
Skill Level: Factual

7. The elite model presupposes a small group of leaders who are defined primarily by their inherited wealth.

Answer: False (p. 24)
Skill Level: Conceptual

8. The public choice model is based largely on the notion of the social contract, a principle central to the ideas of the founding fathers.

Answer: True (p.25)
Skill Level: Factual

9. When the activities of one group or individual impose costs on others for which there is no compensation, this is an externality.

Answer: True (p. 26)
Skill Level: Factual

10. A model must be capable of being tested to be of use.

Answer: True (p. 30)
Skill Level: Factual

ESSAY QUESTIONS

1. When choosing a model to aid in analyzing a given policy, what are the most important considerations, and why?
2. Compare and contrast the process and institutional models. What assumptions do they share, and how do they differ?

3. Chose a public policy area, and propose the application of two models to their analysis. What are the strengths and weaknesses of each in this example? Do the models complement each other in the information they provide?
4. Is the group theory model a form of incrementalism? Explain.
5. Would game theory be viable without the notion of deterrence? Explain.

WEB SITES

American Political Science Association. Home page of academic political scientists' professional organization. www.apsanet.org

Public Agenda Online. Brief guide to a variety of policy issues, including public opinion surveys on these issues. www.publicagenda.org

Almanac of Policy Issues. Background information on a variety of issues with links to sources. www.policy-almanac.org

Polling Report. Compilation of recent public opinion polls on policy issues, political actors, government institutions, etc. www.pollingreport.com

The Gallup Organization. Home page of the Gallup public opinion organization. www.gallup.com

National Center for Policy Research. Conservative policy research organization, with studies on a variety of policy issues. www.nationalcenter.org

Progressive Policy Institute. Liberal policy research organization, with policy briefs on a variety of issues. www.ppionline.org

National Issues. Collection of current articles on a variety of policy issues. www.nationalissues.com