

Foundations of Public Policy

UEP 250

Fall 1999

Environmental Section
Prof. Sheldon Krinsky

Monday: 1:00-3:30
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Course Objectives

Beneath the daily activities of elected officials, administrators, and their advisers and critics, and beneath the public's tacit decision to accord legitimacy to specific policy decisions, exist a set of first principles that suggest what good policy making is all about. They comprise a view of human nature, of how people behave as citizens. They also reflect a view of social improvement, and why we think that society is better in one state than in another. And they offer a view of the appropriate role of government in society--given human nature, our aspirations for social improvement, and our means of defining and solving public problems.

Robert B. Reich in *The Power of Public Ideas*

In the context of Reich's musings, the course goals are:

- ! Developing critical tools for analyzing and deconstructing public policies
- ! Inquiring into how policy is embedded into broad social, political, economic and scientific theories about human behavior and the causes of public problems
- ! Exploring alternative paradigms of policy making embodying different balances of rationality, democratic participation, technical knowledge, decentralized and centralized decision making
- ! Exploring issues of fairness, justice and equity in the policy process
- ! Examining standpoints in the policy process and the roles of policy change agents

Organization of the Class

The class will be organized around six seminal themes of public policy: Policy Context/Frames, The Knowledge Dimension, The Critical Dimension, The Normative Dimension, The Strategic Dimension, and The Assessment Dimension. Students will discuss analytical and case study readings that illustrate these sides to policy development.

Students will choose a policy domain which, for this course consists of a relatively well-defined area of environmental policy issues (e.g., watershed management, solid waste, endangered species). Paper topics, class presentations, and exam questions are expected to be answered in the context of the student's policy domain. Students will retain the same policy domain throughout the course. By the end of the semester students are expected to have gained a mastery over the theoretical and methodological topics in the policy readings as well as in-depth knowledge of their policy domain.

Outline of Classes and Readings

Sept 13 **INTRODUCTION: Concepts of Policy**

Course objectives; organization of course; the study of policy; requirements; assignments. Choosing a policy domain. Survey of student interests and policy domain choices. Resources: library; World Wide Web; faculty resources.

What is policy; definitions; policy deconstruction; six elements in policy development; The Contextual Dimension; The Knowledge Dimension; The Critical Dimension ; The Normative Dimension; The Strategic Dimension; The Assessment Dimension.. Major issues in policy analysis, policy formation and policy advocacy. Markets and the polis. How issues are elevated to the policy agenda. Meta-analysis vs policy analysis.

Readings:

D. Stone, Ch. 1 AThe market and the polis,≡ in *Policy Paradox*.

Thomas R. Dye. Chaps. 1& 2, APolicy analysis and models of politics≡ in *Understanding Public Policy*. 9th ed. , pp.1-38.

Donald T. Wells. Ch. 1. AThe Environment as a Public Policy Issue.≡ pp. 1-16. In: *Environmental Policy: A Global Perspective for the 21st Century*. Prentice Hall.

STRUCTURING POLICY PROBLEMS

Sept. 20. **Policy Frames**

Characterization of different policy frames; origins of the concept of frames: history of science; cognitive psychology. Factors that distinguish a frame: origins of the problem; source of responsibility; fundamental rights; ideological underpinnings. Problems seen through the eyes of different stakeholders; validation of frames. Case analysis: Population and the Environment. Alternative frames for understanding environmental degradation.

Readings

Martin Rein and Donald Schön, "Reframing Policy Discourse," in Frank Fischer and John Forester, eds., *The Argumentative Turn in Policy Analysis and Planning*, Duke University Press, 1993, pp. 145-166.

Roger W. Cobb abd Charles D. Elder. AIssues and Agendas.≡ pp. 96-104 and John W. Kingdom, AAgenda Setting≡ pp. 105-113. In: *Public Policy*, S.Z. Theodoulou and M.A. Cahn, eds. pp. 96-104. Englewood, NJ: Prentice Hall. 1995.

William Dunn. Ch. 5. A Structuring Policy Problems. pp. 137-150. In: *Public Policy Analysis*. Englewood Cliffs, NJ: Prentice Hall, 1994.

Case Analysis (3 articles) Food, Biotechnology & Agriculture; Alternative Policy Frames.

Sept. 27. Causal Stories: How we explain events?

Readings:

Deborah A. Stone, "Causal Stories and the Formation of Policy Agendas," *Political Science Quarterly* 104(1):281-300(1989).

Deborah A. Stone, Ch. 6 A Symbols, and Ch. 8 A Causes, in *Policy Paradox*.

Case Analysis: The Causes of Breast Cancer: environment vs. lifestyle.

THE KNOWLEDGE DIMENSION

Oct. 4 Role of science/empirical knowledge in environmental policy.

Types of knowledge; causal; association; physical and social indicators; source of empirical disagreements; objectivity vs subjectivity of knowledge; role of numbers in policy. Facts and values; naturalistic fallacy; social construction of knowledge and policy; post-modernist analysis and deconstruction.

Readings

D. Stone, Ch. 7 A Numbers, and Ch. 13 A Facts, in *Policy Paradox*.

Carol H. Weiss, A Ideology, interests, and information, in D. Callahan and B. Jennings, eds., *Ethics, the Social Sciences, and Policy Analysis*, Plenum Press, 1983, pp. 213-245.

David Collingridge and Colin Reeve, Chs. 1-3 and Conclusion, in *Science Speaks to Power: The Role of Experts in Policymaking*, St. Martin's Press, 1986, pp. 1-27; 155-159.

Case Analysis: National Academy of Science Study on *Endocrine Disruptors* Why experts disagree.

Oct. 12 Lay and expert ways of knowing.

Cultural and technical rationality.

Popular vs expert views on risk; popular epidemiology and the Woburn case.

Readings:

Sheldon Krimsky, AEpistemic considerations on the value of folk-wisdom in science and technology,≡ *Policy Studies Review* 3(2):246-267(February 1984).

Alonzo Plough and Sheldon Krimsky, AThe emergence of risk communication studies: Social and political context,≡ *Science, Technology & Human Values* 12(3&4):4-10(Summer/Fall 1987).

Phil Brown and Edwin J. Mikkelsen. Ch. 4. ATaking Control.≡ *No Safe Place*, pp. 125-163.

Phil Brown, APopular epidemiology and toxic waste contamination: Lay and professional ways of knowing,≡ *J. Health & Social Behavior* 33:267-281(1992).

Michael Edelstein. ADisabling Citizens: The Governmental Response to Toxic Substances.≡ pp. 118-137. In: *Contaminated Communities*. Boulder: Westview, 1988.

THE CRITICAL DIMENSION**Oct. 18 Justification of policy intervention**

Market failure; ideological and legal basis of change; justice, equity, externalities.

Readings:

Stokey and Zeckhauser, Ch. 14 AAchieving desirable outcomes,≡ in *A Primer for Policy Analysis*, pp. 291-319.

Harvey A. Averch, Ch. 3. AThe roles of markets,≡ in *Private Markets and Public Intervention*, Univ. Pittsburgh Press, pp. 26-50.

Charles E. Lindbloom, Ch. 6, AThe Limited Competence of Markets,≡ in *Politics and Markets*, Basic Books, 1977, pp. 76-89.

William Ashworth. 1995. *The Economy of Nature*. NY: Houghton Mifflin. Market Ecology (114-123); Falsifying the Market (218-224); Pay as You Go (225-237).

Oct. 25 Social vs. Eco-justice

Case: Housing on the Cape . Affordable Housing vs. Environmental Preservation at Martha=s Vineyard. Biocentric vs. Anthropocentric values. Three acre zoning and environmental protection vs. Opportunities for affordable housing.

Case analysis: Edgartown, Martha=s Vinyard.

Readings:

Bernard J. Frieden, A Housing development is stifled by environmental growth control regulation, *Journal of Housing* (Jan. 1981), pp. 25-29, 32.

Stuart R. Johnson et al. v. Town of Edgartown, On Appeal from a Judgment of the Land Court, Brief of Appellee (Town of Edgartown), September 20, 1996, pp. 8-34.

Citizens= Housing and Planning Association, brief of *amicus curiae*, August 1, 1996, pp. 1-29.

Supreme Judicial Court ruling on Edgartown case, June 4, 1997, pp. 1-12.

THE NORMATIVE DIMENSION**Nov. 1 How we ought to decide: rational approaches to policy**

Analysis of Policy Choices: What we ought to do; rational model of policy analysis; role of ethics in policy choices; policy streams; efficiency and the optimization of ends.

Readings:

D. Stone, Ch. 10 A Decisions, *in Policy Paradox*.

Edith Stokey and Richard Zeckhauser, Ch. 1 A Thinking about policy choices, *and* Ch. 2 A Models: A general discussion, pp. 3-21, *A Primer for Policy Analysis*.

Nov 8 Environmental Justice:

Setting normative requirements for environmental decisions. Meanings of environmental justice; disparate impacts; shared resources. Bioprospecting: the systematic identification and development of new sources of biological resources found in nature.

Readings:

Macilwain, C. 1998. When rhetoric hits reality in debate on bioprospecting. *Nature* 392: 535-540.

Service, R.F. 1999. Drug industry looks to the lab instead of the rainforest and reef. *Science* 285: 186.

Thomas, S.M., M. Brady, and J.F. Burke. 1999. Plant DNA patents in the hands of a few. *Nature* 399: (Sept. 20).

Shiva, Vandana. 1997. *Biopiracy*. Chaps. 1 and 2; pp. 7-41.

Case: Biopiracy

Biodiversity Convention: perspectives on the ownership of biological resources

THE STRATEGIC DIMENSION

Nov. 15 Instruments of Change: The Media

Alar Case: policy advancement; The Alar case: How the media influenced the removal from the market of an agricultural chemical; reaction to the Alar case.

Readings:

Victor Cohn. AReporters as Gatekeepers.≡ pp. 35-51. In: *Health Risks and the Press*. Mike Moore, ed. Chicago: The Media Institute, 1989.

Bruce N. Ames and Lois S. Gold. AEnvironmental pollution and cancer: Some misconceptions,≡ in K.R. Foster, D.E. Bernstein and P.W. Huber, eds., *Phantom Risk*, The MIT Press, 1993, pp. 153-181.

Mark Dowie, AWhat=s Wrong with the *New York Times*= Science Reporting.≡ *The Nation*. July 6, 1998.

Case Analysis: Alar

Nov. 22 Instruments of Change: Government Perspective

How to achieve behavioral change; government policy instruments; voluntary; market; incentive; regulatory; popular movements and strategies of policy change.

Readings:

D. Stone, Ch. 11, AInducements,≡ in *Policy Paradox*.

Michael Howlett and M. Ramesh, Ch. 4. APolicy instruments,≡ in *Studying Public Policy*, Oxford Univ. Press, 1995, pp. 80-101.

K.A. Gould, A. Schnaiberg, and A.S. Weinberg, Ch. 1, ATransnational structures and the limits of local resistance,≡ in *Local Environmental Struggles*, Cambridge Univ. Press, 1996, pp. 1-41.

THE ASSESSMENT DIMENSION

Nov. 29 Cost-Benefit Analysis and the Policy Process

Lecture: The nature, limits, and alternatives to cost-benefit analysis

Readings:

D. Stone. Ch. 9 *Interests, in Policy Paradox.*

Nicholas Ashford, *Alternatives to cost-benefit analysis in regulatory decisions,* *Annals of the New York Academy of Sciences*, 363:129-137 (April 30, 1981).

Nicholas Ashford. *Conceptual Framework for the Use of the Precautionary Principle in Law.* Ch. 11 In: *Protecting Public Health and the Environment: Implementing the Precautionary Principle.* C. Raffensperger and J.A. Tickner, eds. Washington, DC: Island Press, pp. 198-206.

Kenneth Arrow et al. *Is there a role for cost-benefit analysis in environmental, health, and safety regulations?* *Science* 272:221-2 (April 12, 1996).

Dec. 6 Risk Analysis & Environmental Policy

Role of risk perception and risk analysis in environmental policy; technical vs. popular conceptions of risk; alternative approaches to risk; risk and environmental justice.

Sheldon Krimsky and Dominic Golding. *Environmental Decision Making: A Multidisciplinary Perspective.* Ch. 5. Factoring Risk into Environmental Decision Making. NY: Van Nostrand Reinhold, 1991.

S. Ortwin Renn. Concepts of Risk: A Classification. Ch. 3 in *Social Theories of Risk.* Krimsky and D. Golding, eds. Westport: Praeger, 1992.

Walter Rosenbaum. Ch. 4. To Govern is to Choose: Risk Assessment and Environmental Justice. In: *Environmental Politics and Policy.* Washington, DC: CQ Press, 1998, pp. 122-155.

Case: Location of a Trash Incinerator Plant in Harlem.

Dec. 13 Finale: Policy Analysis--An Integrative Approach

Alternative discourses: knowledge/rationality; institutional analysis; values/ethics; power/elite decisionmakers.

Student presentations

Course Readings

1. Book: Deborah Stone, *Policy Paradox: The Art of Political Decision Making*, W.W. Norton & Co. 1997 (2nd ed).

2. Reading Packet: available at UEP.

3. Self-directed readings in students= policy domains

Assignments

There will be five graded assignmentsXpapers of 3-5 double-spaced typed pages, one class presentation to be assigned, and a take-home final of 8-10 double-spaced typed pages. The papers are intended to encourage students to apply the theoretical and methodological concepts in the readings, lectures and discussions to their policy domains. Each assignment is designed to help students sharpen their understanding, critical analysis and interpretation of policy issues.

The teaching assistant for the course, Amy Panek, is available to meet with students for help in interpreting assignments, writing suggestions, or identifying resources for your policy domain. Students with special writing needs may also seek help from the TA.

Class participation

Students are expected to attend all classes, complete all reading assignments for the class, and respond to questions on the readings. Ten points of the course grade will be based on class participation and preparation.

Student Presentation

Each student will be required to make a presentation that explores a policy issue in their domain. The presentation should show mastery of the policy issue while emphasizing one of the methodological and/or theoretical themes in the course.

Essay #1: Due Sept. 27

Policy Frames

Essay #2:

Due Oct. 12

Contested Knowledge

Essay #3

Due Nov. 1

Market vs Polis Solutions

Essay #4:

Due Nov. 15

Value/Ethics and Policy Change

Essay # 5

Due Nov. 29

Assessment Analysis

Take Home Final

Due Dec. 15

Policy Analysis