COURSE DESCRIPTION AND OUTLINE

PAD 5700
Spring Semester 2016, Bellamy Bldg. 0030, Tuesdays, 5:30-8:00 pm
Dr. Lance deHaven-Smith   e-mail: ldehavensmith@fsu.edu
Office: 652 Bellamy
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Office Hours for Students: Tuesdays and Wednesdays, 3:30-5:15 p.m.

Required Texts

Daniel Boorstin, The Discoverers

Lance deHaven-Smith, Philosophical Critiques of Policy Analysis, Posted on the course website on Blackboard. Also available on FSU e-books.

Required Software

Access to SPSS is required. The student version or the more sophisticated full version can be obtained from the bookstores or online. However, SPSS is also available on computers located in many computer labs throughout campus, including the Askew School's lab located on the 6th floor of the Bellamy building. And SPSS can be accessed online at:
http://its.fsu.edu/Computing/Computer-Labs/myFSUVLab

Recommended Texts

The following texts are recommended as useful throughout students' program of studies in the MPA and in their professional careers. The first two are required also in the Action Report class.

William A. Sabin, The Gregg Reference Manual, Boston: McGraw-Hill, most recent edition.

Publication Manual of the American Psychological Association, published by the American Psychological Association, Washington, DC, most recent edition.

Florida Statistical Abstract, in electronic format, most recent year. A limited version of this is accessible online at http://www.bebr.ufl.edu/data.

Competencies from the Course

This is the first of the PAD 5700 – PAD 5701 sequence of introductory research and statistics courses in the MPA program. PAD 5700 stresses research design, while PAD 5701 concentrates on the utilization of statistical techniques. Knowledge of research design is essential in contemporary government and governance because of the complex issues, contested claims, and competing data that confront administrators, service providers, elected officials, and other stakeholders. Generally speaking, people want to do what is best for their communities and their fellow citizens, but they often disagree about the disposition and dynamics of complex social and economic phenomena. To be sure, some of this disagreement reflects the influence of self-interest on political perspectives, but just because people have distinct points of view does not mean they are indifferent to the truth. Quite the opposite; as philosopher and sociologist Jurgen Habermas explains in his extensive work on the subject, people defend their perspectives with validity claims and are therefore transcendentally bound to accede to compelling arguments and information when they encounter them. The challenge for administrators is to locate or produce, and then correctly interpret and effectively communicate, such information.

1

This course is intended to provide students with the knowledge and skills they will need to conduct, criticize, weigh, and make effective use of policy-oriented research, social indicators, and "secondary data." Over the past 60-70 years, policy-oriented social scientists have developed a variety of research designs to observe, measure, and evaluate the effects of government action relative to policymakers' objectives. These research frameworks are at once both powerfully informative and yet vulnerable to misuse. It is not enough to learn about research design; students must also be instructed in the limitations and potential pitfalls of policy-oriented research as it is typically framed.

Specific competencies to be gained include learning how to:

Access secondary data from the Florida Statistical Abstract (FSA) and analyze it with SPSS. The FSA is published annually by the Bureau of Business and Economic Research (BEBR) at the University of Florida. BEBR is assigned by law to collect data on social indicators, demographic trends, and other Florida factors, and these data are widely used (often legally mandated) in local government comprehensive planning, state agency reporting, grant applications, and more. The FSA is available in both hardcopy and Excel. Students will learn how to access FSA Excel files, prepare them for importing into SPSS, get them into SPSS, merge SPSS files, and use SPSS to produce bar charts and other visually informative data-presentation techniques.

Recognize the normative implications of policy-relevant concepts. Students will be disabused of the notion that the language of social science is value-free. Scientific concepts inevitably have implications for action. For example, the course will examine the significance of conceptualizing the circumstances and nature of the lowest economic strata in terms of "poverty," as opposed to "inequality." The term "poverty" envisions "the poor" as a separate and distinct group more or less independent of overall economic conditions, whereas the term "inequality" implicitly connects the conditions of people with low incomes to the distribution of income in the larger political-economic system. Since 1964 and the era of President Johnson's Great Society initiatives, American government has focused on poverty and has largely ignored inequality, and this has had far-reaching implications for politics, policy, social indicators, budgetary priorities, and much more. The concept of "poverty" conceptualizes persons with persistent low incomes as in some way unsuitable for entry into the economic system (uneducated, unskilled, unmotivated, etc). This leads policymakers to focus on fixing the poor. In contrast, the concept of "inequality" would lead to efforts to make the distribution of incomes more equal through taxation, minimum wage laws, organizing workers, and so on.

Understand, deconstruct, and communicate in the language and style of policy science. There are number of unwritten conventions in professional policy communication, such as using supposedly value-neutral terminology. There are also a number of accepted terms, including "efficiency," "effectiveness, "equity," "performance," etc. This language facilitates reasoned discussion of explosive issues but can also gloss over horrific social conditions and injustices. For example, victims of prejudice and oppression are often condemned to incarceration, toil, brutality, and hopelessness. Referring to this as being "economically disadvantaged" closes our eyes to the indignities and suffering of the poor and the powerless. Nevertheless, communicating in sentimental terms about such matters is normatively prohibited in most policy-oriented reporting. This makes it very important to choose terminology carefully so as to capture as accurately as possible the social phenomena under analysis without either sentimentalizing or euphemizing.

Lead by example in reframing ideological differences as empirical questions about public problems. Most political disputes involve, to varying degrees, unstated presuppositions about human nature and social dynamics. For example, citizens who believe picture IDs should be required to vote in elections think significant numbers of fraudulent votes will be cast unless access to the ballot is carefully protected. On the other hand, people who think picture IDs are unnecessary assume that voter fraud is rare and that requiring a picture ID will suppress voter

turnout among minorities, the poor, and the elderly. To some extent, this and similar disputes are amenable to empirical analysis. Even in the absence of actual research, conflict can be processed and made more constructive by pointing out that everyone shares obvious values (such as commitment to fair elections) but that they differ about the facts. Research will rarely resolve such differences entirely, but it can establish factual boundaries that keep political disputes reasonable. Actually, returning to the example, voter fraud is quite rare but does occur, but the main form it takes cannot be prevented by requiring picture IDs for voting. Florida has about 60,000 voters who are registered to vote in both Florida and another state, meaning that, in principle, they could cast two votes in presidential elections. However, picture IDs would not prevent this form of voter fraud; prevention would require detection by comparing voter rolls across states.

Interpret findings and identify limits and weaknesses in the primary research designs that are used today in politics and governance. Students will become familiar with the experimental model of program evaluation and quasi-experimental variations of this model and how it underpins performance management, benchmarking, cost-benefit analysis, and more. The experimental model of policy research is intended to differentiate, on the one hand, changes in observed indicators that are due to government action from, on the other hand, changes caused by contextual factors outside the scope of intervention. For example, if the wages and employment of participants in occupational skills training programs improve after program completion, to what extent is this improvement due to the program as opposed to improvements in general economic conditions? This is important information, but it ignores program impacts outside policymakers' objectives. Government programs of any kind may have consequences far beyond the groups targeted. They can raise or disappoint public expectations, increase popular demands for government action in other areas, shape public discourse in unpredictable ways, and so on. The experimental model screens out the effects of contextual factors by comparing performance indicators for program participants to the same indicators for a control group. Unobserved are changes other than those measured by the performance indicators. Quasi-experimental models function similarly but assess the influence of contextual factors by comparing program participants in different contexts rather than using a control group.

Gather and use information about service delivery and program implementation involving collaborative policy and program networks across sectors and governments. Well-intended initiatives can break down during execution, especially when they are administratively complex and require cooperation among many stakeholders with dissimilar interests. Also, administrative behavior can be distorted by performance indicators and monitoring systems that cause program managers to become overly focused on measured results at the expense of the larger aims of their activities. Examples of the latter include "teaching for the test," "creaming" the unemployed for job training programs, and the like. Several research designs have been developed for tracking implementation and "goal displacement." Basically, they involve talking to administrators and benefit recipients.

Apply lessons from decades of experience with policy-oriented survey research, social indicators, impact evaluations, social experiments, and other techniques for producing usable knowledge. It is impossible to be an educated consumer of policy-oriented research without being knowledgeable about the long history of research on antipoverty programs, education, Medicaid, business regulation, taxes and public finance, and other policy areas. In this course, famous studies in the policy sciences will be discussed as examples of various research designs and how the findings from them have been applied. Also discussed will be the puzzling facts that, despite all this research, disagreement persists about the value of policies and programs that have been thoroughly studied, and government efforts known to be ineffective survive even during periods of austerity and budget cutting. As we shall see, policy research leaves political disputes largely unresolved because the research, focusing as it does on performance relative to policymakers' objectives, is insensitive to the theoretical issues underlying political disagreements. The overarching issue addressed in the course is how administrators and

analysts can design research and utilize existing data to make discoveries that truly increase our knowledge of public problems.

Course Website

All students are required to have FSU email accounts so that they can log onto the FSU website and access course materials and library resources. This course has a website on Blackboard. To access this site, go to https://campus.fsu.edu/ and login with your FSU username and password. From there, you should see PAD 5700 in the list of your courses. Click on the course. Most posted readings and other posted materials will be in the folder named "Course Library."

The FSU Honor Code

Students are expected to uphold the Academic Honor Code published in the Florida State University Bulletin and the Student Handbook. The Academic Honor Code of The Florida State University requires students to (1) uphold the highest standards of academic integrity in their own work, (2) refuse to tolerate violations of academic integrity in the university community, and (3) foster a high sense of integrity and social responsibility.

Violations of the Academic Honor Code are delineated in Chapter 8 of the Faculty Handbook (8.22.1 (b)). Students in PAD 5700 should pay special attention to paragraph 2.

> *2. Regarding academic assignments, violations of the Academic Honor Code shall include representing another's work or any part thereof, be it published or unpublished, as one's own. It shall also include presenting or submitting any academic work in a manner that impairs the instructor's ability to assess the student's academic performance. For example, plagiarism includes failure to use quotation marks or other conventional markings around material quoted from any source.*

Plagiarism on any assignment in this course will result in a failing grade for the assignment and may result in a failing grade for the course.

ADA Policy

Students with disabilities needing academic accommodation should (1) register with and provide documentation to the Student Disability Resource Center; and (2) bring a letter to the professor indicating the need for accommodation and what type. This should be done during the first two weeks of class.

Organization of the Course

This course is about the application of scientific methods and theories to public administration and policy. It opens by distinguishing between social science and the most common forms of policy research. Social science is theory-oriented, whereas policy research is performance-oriented. In this introductory segment of the course, the standard methodology of policy research will be presented and explained. We will also discuss why a special, a-theoretical or anti-theoretical methodology came to be employed in politics and government. Suffice it to say here that many ideas considered in the social sciences are normatively prohibited from political discourse and policymaking. (This is the central theme of Philosophical Critiques of Policy Analysis.)

The course moves from this insight to the history of science. The aim here is to understand how science produces knowledge and weeds out erroneous beliefs. The scientific method is often mistakenly assumed to involve falsification. Actually, however, science is driven by the discovery of what philosopher of science Imre Lakatos refers to as "novel facts." These

are discoveries that would not have been anticipated without the theory that led to them. Often they involve the development of new observation methods, such as the microscope, or the application of an existing observation method to a new domain of inquiry, as when Galileo pointed the telescope at the night sky. (The history of science is covered in The Discoverers.) We will discuss the many possibilities for new, policy-relevant observation methods utilizing sampling techniques, Internet search engines, social indicators, etc. From the start, policy research has been hamstrung by politics and an anti-theoretical focus on performance. In important ways, the position of social scientists in government today is similar to the circumstances of Galileo in relation to the Church during the Counterreformation. Galileo's example suggests that one way to break free of contemporary constraints on policy-oriented inquiry is to outflank conventionalism by making simple discoveries that place unquestioned assumptions in doubt.

What are these unquestioned assumptions? This is the third topic of the course, which we will approach by studying the history of policy research. Policy research as it is practiced today emerged in the context of the Great Society and the Vietnam War. Cost-benefit analysis, which attaches monetary value to programmatic units and performance, was introduced in the Department of Defense by Robert McNamara to evaluate alternative weapons systems. This is why US military units in Vietnam reported daily "body counts." These were used in calculating "kill ratios" and "costs per kill" for infantry operations versus aerial bombing versus artillery bombardment, and so on. The language of policy research contains remnants of this military background in the use of such terms as "impacts," "target groups," and "delivery systems." This methodology was mandated government-wide in the late 1960s as the Program Planning Budgeting System (PPBS).

The Great Society included major civil rights and voting rights legislation, large investments in urban capital facilities, and in-kind benefits such as Food Stamps and Medicaid, but the initiatives that became the focus of most policy research were referred to as "social action programs." The latter were based on a conceptualization of persistent low income as "poverty." After exploring this concept in class, we will read and discuss the early research on social action, including studies of compensatory education (such as Head Start); school and teacher effects on learning achievement (the Coleman Report); occupational skills training; and employment tax credits for veterans and other target groups. Policy analysts were stunned to learn that social action programs produced very limited effects (if any) and that the effects were short-lived. This discovery led to the development of social experiments and large-scale tracking programs but did not cause policymakers to question the concept of poverty and its underlying theory. We will read and discuss the Income Maintenance Experiments and the ongoing study of "income dynamics." Like the results from evaluations of social action programs, the findings from social experiments and tracking studies cast doubt on the poverty concept but provide little help in developing an alternative formulation. For these we must turn to social science.

The course concludes by exploring the potential for policy-oriented research to be directed at the discovery of novel facts. Some of the findings from research on social action programs can be reinterpreted as novel facts for alternative conceptualizations of persistent low income. These alternative conceptualizations also point to other possible discoveries. Students are expected to address this potentiality in their term papers.

Course Requirements

Course requirements include (1) class attendance, preparation, and class participation, (2) two student presentations to the class, (3) five Data Analysis Exercises; (4) a Term Paper with original policy-oriented data analysis related to a public problem selected by the student; and (5) a Final Exam.

Student Presentations. The principal purpose of the first presentation is for students to begin formulating a research topic for their term papers and receive guidance from the professor. The presentation should describe a specific public problem of interest to the student.

5

Presentations should be no more than 5 minutes in length, and should be supported by a PowerPoint slide show. The presentation should (1) discuss how the public problem has been conceptualized and measured, and (2) present at least one piece of quantitative information about the problem's scope, distribution, trends, or origins. The topic should be chosen with the expectation that it will be used as the subject matter for the student's term paper. Read the term paper assignment below and consider it when selecting your topic. The second presentation is to report on student research strategies and findings. There is the same 5-minute limit and the required use of PowerPoint.

Data Exercises. The Data Analysis Exercises are designed to walk students through the process of accessing and analyzing data from the Bureau of Economic and Business Research (BEBR) at the University of Florida. One or more videos (MPEG files) explaining each Data Analysis Exercise are posted in the Course Library folder on the course website on Blackboard. The exercises are as follows:

Exercise #1: Watch the videos "FSA_Overview" and "Crime_Table_Prep." Access the Excel and PDF files for Table 22.02. Follow the steps in the video on "Crime_Table_Prep" to prepare the Excel file for importing into SPSS. Be sure to save your work; the edited Excel file will be used in the next exercise. Print out a copy of the data and submit it to confirm completion of the assignment.

Exercise #2: Watch the video "Import_Crime_Data_to_SPSS." Follow the steps in the video and import your edited copy of Table 22.02 into SPSS. Add variable labels as shown in the video, and run a "Descriptives" analysis. Save your SPSS data file. Copy and paste the Descriptives output to a Word file. Print out a copy of the Descriptives table and submit it to confirm completion of the assignment.

Exercise #3: Watch the video "Compute_Cr_Cat_Var_Bar." Follow the steps in the video and calculate a category variable for the crime rate. Add a variable label and value labels for the new category variable. Save your work. Run a simple bar chart of the category variable. Edit the bar chart as in the video. Copy and paste the edited bar chart to a Word file. Print out a copy of the bar chart and submit it to confirm completion of the assignment.

Exercise #4: Watch the video "US_Fla_Crime_Rates." Follow the steps in the video and cut-and-paste the data from Excel Table 22.08 into SPSS. Add variable labels. Save your work. Run a line chart of the 6 variables on crime rates. Edit the line chart as in the video. Exit edit mode, and copy and paste the edited line chart so that you have two copies in your SPSS output file. Edit the second copy as in the video to focus on violent crime rates for Florida and the US. Copy and paste both line charts into a Word file. Print out a copy of the line charts and submit it to confirm completion of the assignment.

Exercise #5: Watch the video on how to merge SPSS data files. Open your SPSS data file from Exercises #2 and #3 (crime data by county) and merge with the SPSS data file on unemployment ("unemploy_by_county.sav"). Save the merged file. Run a Scattergraph with unemployment as the X axis and crime rates as the Y axis. Edit the chart as shown in the video. Copy and paste the edited scattergraph to a Word file. Print out a copy of the scattergraph and submit it to confirm completion of the assignment.

Term Paper: The term paper assignment is to (1) summarize, assess, and interpret the findings from both policy-oriented and basic research on a public problem selected by the student and (2) present one or more results of efforts to discover "novel facts" from analyses of FSA data related to the public problem. The paper should:

- Describe the problem or issue and its history as an object of government concern and action;

- Discuss how the problem has been conceptualized by policymakers and the implications this has had for public policy;
- Draw from basic research, scholarly literature, and/or other sources to present one or more alternative explanations for the problem; (Examples of sources for alternative conceptualizations are listed at the end of this syllabus.)
- Summarize the most important policy-oriented research related to the problem and explain the implications of the findings for competing explanations;
- Present "novel facts" from analyses of FSA data related to the public problem. The novel facts can support or challenge any of the explanations of the problem. It is also acceptable to present findings from analyses in search of novel facts that did not succeed.
- Conclude by suggesting one or more research strategies and/or policy experiments for clarifying the problem's nature, origins, and dynamics.

The Term Paper should be 7-15 pages, double spaced, with a bibliography and in-text citations using APA style. Data for the analysis must be drawn from the Florida Statistical Abstract, with county as the unit of analysis. The paper should be well organized with sections and section-headings, thoroughly researched and referenced, and free of typos and grammatical errors.

Final Exam: The Final Exam will be 50 multiple choice questions. The exam will be taken online and students will be allowed 3 hours to complete it. Practice questions will be provided toward the end of the semester to help students become familiar with the question format. Exam scores will be curved by increasing all scores by the number of points required to raise the highest score to 100.

Special Instructions for All Assignments

(1) Hardcopy submissions. All assignments must be submitted in hardcopy. Please do not send them by email.

(2) Penalty for late assignments. Assignments are due on the appointed date. Data exercises count 5 points each toward finals grades. If properly completed and submitted on time, exercises will earn the full 5 points. Each day an exercise is late reduces the grade for that exercise by 1 point. Grades for late Term Papers will be reduced 2 points for each day they are late.

Attendance Policy

Students are expected to attend all classes. The class meets only once each week, so missing one class is the equivalent of missing a week of coursework. Absences will be excused only for medical reasons or travel required for work. One unexcused absence will lower your grade for class participation by one step (e.g., if you were to receive an "A-" for class participation, your final grade for class participation would be a "B+" instead.) Each additional absence will incur a further one-step reduction in your participation grade.

Computation of Grades

Weighting of Assignments. In the calculation of grades, the assignments will be weighted as follows: the data analysis exercises (5% each, for a total of 25%); the Term Paper (30%); the Final Exam (30%); and attendance, preparation, and participation in class (15%).

Letter Grade Equivalencies. Grade equivalencies are: 100-93=A, 92-90=A-, 89-87=B+, 86-83=B, 82-80=B-, 79-77=C+, 76-73=C, 72-70=C-, 69-67=D+, 66-63=D, 62-60=D-, 59-0=F. In the computation of final grades, all decimals from .5 and above are rounded up, and all below this are rounded down.

Schedule of Course Assignments

January 12	First class
January 26	Data Exercise #1 due
February 2	Data Exercise # 2 due
February 9	Data Exercise # 3 due
February 16	Student Presentations; Data Exercise #4 due
February 23	Student Presentations; Data Exercise #5 due
March 8	Spring Break -- No Class
April 12	Term Papers due
April 19	Last Class
April 26	Final Exam. Online, 5:30 – 8:15 PM (with 2.5 hours to complete)

Course Calendar, Materials, and Readings

1/12 Introduction

Read: This syllabus.

1/19 The Conventional Framework for Policy Research: Origins, Variations, Blind Spots, and Theoretical Presuppositions

Read: deHaven-Smith, Philosophical Critiques of Policy Analysis, Preface and Chapter 1.

Harold Lasswell, "The Policy Orientation" (just skim this)

deHaven-Smith and Ripley, on Policy Frameworks (just skim this)

Ford Motor Company Cost-Benefit Analysis Pinto Madness.pdf (just skim this)

1/26 Scientific Theory and Observation: Novel Facts and Crucial Experiments

Read: Boorstin, The Discoverers, first half.

Data Exercise #1 due

2/2 Scientific Theory and Observation: Novel Facts and Crucial Experiments

Read: Boorstin, The Discoverers, second half.

Data Exercise #2 due

2/9 Policy Frameworks and Policy Research: The Great Society

8

Read: deHaven-Smith, Philosophical Critiques of Policy Analysis, rest of the book. (Read Chapter 2 carefully; skim the rest.)

1964 Economic Report of the President, pp. 14-83 (posted)

Data Exercise #3 due

2/16 **Student Presentations**

Data Exercise #4 due

2/23 **Student Presentations**

Data Exercise #5 due

3/1 **Policy Frameworks and Policy Research: The Reagan Revolution**

Read: Posted excerpt from the 1982 Economic Report of the President Economic Report of President

3/8 **Examples of Policy Studies in Social Action**

Spring Break---No class

3/15 **Examples of Policy Studies in Social Action (Continued)**

Read: Posted materials

3/22 **Examples of Social Experiments and Tracking Studies**

Read: Posted materials

3/29 **Policy Sciences of Democracy: Forensic Public Administration**

Read: Lasswell, "The Universal Peril"

Introduction to Conspiracy Theory in America, available at http://www.utexas.edu/utpress/excerpts/exdehcon.html

4/5 **Student Presentations**

4/12 **Student Presentations**

4/19 **Conclusion and Review for Final Exam**

Suggested Readings for Alternative Conceptualizations in Various Policy Areas

For Those Interested in Punishment and Corrections

Michel Foucault, *Discipline and Punish: The Birth of the Prison* (Vintage Books, 1995).
Christian Parenti, *Lockdown America: Police and Prisons in the Age of Crisis* (London: Verso, 1999).

For Those Interested in Crime and Law Enforcement

Gary LaFree, *Losing Legitimacy: Street Crime and the Decline of Social Institutions in America* (Westview, 2000).
David F. Musto, *The American Disease: Origins of Narcotic Control* (Oxford: Oxford University Press, 1999).

For Those Interested in Science and Technology Policy

Jurgen Habermas, (1968, 1971). *Knowledge and Human Interests.* Translated by Jeremy J. Shapiro(Boston: Beacon Press, 1971).
Edward W. Said, Orientalism (New York: Vintage Books, 1979).

For Those Interested in Mental Health Care Policy

William W. Eaton, *The Sociology of Mental Disorders* (Westport, CT: Praeger, 2001).
Henry Vandenburgh, *Feeding Frenzy: Organizational Deviance in the Texas Psychiatric Industry* (Lanham, Maryland: University Press of America, 1999).

For Those Interested in Implementation

Jeffrey Pressman and Aaron Wildavsky, *Implementation* (Berkley: University of California Press, 1984).

For Those Interested in Urban Policy

Max Weber, *The City* (New York: The Free Press, 1958).
Susan Welch and Timothy Bledsoe, *Urban Reform and Its Consequences: A Study in Representation* (Chicago: University of Chicago Press, 1988).

For Those Interested in Antipoverty and Welfare Policy (Knopf, 1979)

Jacques Donzelot, *The Policing of Families*