

PPL 808 | FALL 2023

POLICY DEVELOPMENT & ADMINISTRATION

PROFESSOR

Erika Rosebrook, Ph.D.
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CLASS MEETINGS

Thursdays, 3-6 p.m.
Bessey 113

OFFICE HOURS

Tuesdays, 2-4 pm
erikarosebrook.youcanbook.me

Course Description

Making policy that works isn't easy or everyone would do it. Government, bureaucracy, and policy are often used as shorthand for incompetence and delay, and occasionally, tragic failure, yet every day, public servants and government officials quietly execute policy to protect the environment, deliver lifesaving care, provide medical assistance, and ensure safety of our food, medicine, and water supply. This course explores the nature of bureaucracy, policy implementation, and public institutions to understand context, power, authority, and humanity in public policy development and administration.

What We'll Read

There are 4 required texts ([all on reserve at the library](#)):

Berman, Elizabeth Popp. 2022. *Thinking like an Economist: How Efficiency Replaced Equality in U.S. Public Policy*. Princeton: Princeton University Press. ISBN: 978-0-691-16738-1

Herd, Pamela, and Donald P. Moynihan. 2018. *Administrative Burden: Policymaking by Other Means*. New York: Russell Sage Foundation. ISBN: 978-0-87154-444-5

Lewis, Michael. 2019. *The Fifth Risk*. ISBN: 978-0-393-35745-5

Michener, Jamila. 2018. *Fragmented Democracy: Medicaid, Federalism, and Unequal Politics*. Cambridge, United Kingdom; New York, NY, USA: Cambridge University Press. ISBN: 978-1-316-64958-9

OBJECTIVES

- 1 Describe & analyze institutions and incentives in the context of policy-making
- 2 Map the internal and external power dynamics of organizations
- 3 Understand how individuals — those charged with implementing and those affected — experience public policy
- 4 Design politically feasible, accessible, and workable public policy that balances interests and has mechanisms in place to address harms

Grading: How You're Assessed

PAPER DRAFT	FINAL PAPER	MEMO	CONTRIBUTION TO THE SEMINAR		
20%	30%	10%	5%	20%	15%
Due 11/3	Due 12/11	Due 10/13	Designated Listener	Seminar Participation	Professionalism

PAPER DRAFT >>> November 3, 11:59 p.m.

FINAL PAPER >>> December 11, 5:00 p.m.

The course contains one main writing assignment with check-in points for feedback from me and your classmates. The assignment is structured so that you will practice communicating complex information, managing a project, and giving and receiving feedback.

We will discuss this more in class, but you will begin by choosing an organization to study. Each person will email me by 5 p.m., Friday, September 22 with: (1) the name of the organization, (2) a link to its website, and (3) 1-2 sentences on why you've chosen it and what you hope to learn.

The final paper will contain 15-20 pages (not including sources, tables, graphics, appendices, etc.) The first part, included in the paper draft due on November 4, will cover:

- **Institutional History and Important Context** Why does the organization exist? Who created it? What are its main functions? What are its mandatory and discretionary responsibilities?
- **Organizational Structure** How is it organized? Who provides funding? Is the organization nested within another organization? How do the divisions of the organization relate to each other and to other organizations (e.g. funders, elected bodies, board, service recipients, etc.)? What processes or levers for policy implementation does the organization have?
- **People and Politics** Who works for the organization? Who does it serve? What is the balance of staffing (e.g. front-line, administrative, support, full-time, contractors, etc.)? Are there administrative burdens for those accessing services?

These three parts of the paper describe the landscape you need to know in order to design effective policy that would be implemented by your organization. We will meet individually the week of November 7 to review my feedback on your draft and discuss your plans for the final part of the paper. For the final paper, you will make revisions to the draft and add a section that discusses:

- **Principles for Effective Policy Design and Administration** What are the key challenges, issues, and opportunities that must be addressed in order for the organization to be effective? You may present this as a proposed policy and discuss an ideal design, you may develop principles or suggested administrative changes, or you may propose another way to discuss this that is appropriate for your organization. We will discuss this in our individual meetings and agree on your final approach.

Due to the varied nature of your individual organizations, some of the questions above may not apply or other questions may be more relevant. These should serve as a starting point.

SUMMARY MEMO >>> October 13, 11:59 p.m.

You will submit a 2-3 page policy memo to D2L summarizing where you are on your project. The memo will cover what you know to that point, organized in sections mirroring those of the paper draft: Basics of the Organization, Structure of the Organization, and People and Politics. More information on the expectations for the policy memo will be provided in class.

CONTRIBUTION TO THE SEMINAR >>> Continual, throughout the semester

Your overall contributions will be assessed with respect to:

- involvement in and contribution to full-class meetings and discussions,
- participation in class discussion which demonstrates thoughtful reading and listening,
- participation in 1 individual meeting with the instructor,
- participation as the designated listener for one class session,
- professionalism and adherence to class norms, and
- receptiveness to feedback and improvement throughout the semester.

Everyone in the course will share works and ideas in progress. This means that class discussions and conversations must be supportive, constructive, and open for the best ideas to emerge. Any behavior that detracts from creating this kind of classroom environment will negatively affect your Contribution to the Seminar grade.

Designated Listener

For each class session, 1-2 people will be **designated listeners**. The listener(s) for that class session will be charged with summarizing the class discussion and taking notes in a shared document. The purpose is threefold:

- traditional participation rewards talking over listening, and both are important to learning;
- it acknowledges and values listening and observing as important skills and contributions;
- creating a shared record of the main points of the reading and discussion builds a reference that documents foundational knowledge you can use to improve your projects and your discussion skills as we move through the semester.

We will talk about this role more in class, but please see the designated listener guide on D2L for types of activities the role entails.

Professionalism

In a professional program, we expect professional behavior. This includes adhering to class norms (see below); responding to email promptly; meeting deadlines; and communicating respectfully.

For my part, I will do my best to minimize changes and surprises. I generally respond to email within 24 hours, although if you email over the weekend I likely will respond Monday morning.

Deadlines are not flexible. This syllabus lists all deadlines for the semester, and I have also provided the course schedule as a downloadable *.csv file on D2L that you can easily import into your calendar. No assignment in this course is weighted so highly that doing poorly will affect your grade to a significant degree. We are all human and have good days and bad, and none of us should expect perfection from each other. Policy often moves on a schedule we have no control over, so learning to meet deadlines even when you can't produce your best work is a critical professional skill.

Components of your overall grade will be scored from 0 to 4.0, and the final grade will be calculated using the weights noted above. Generally, the scale indicates:

- 4.0** - excellent performance, met/exceeded all requirements
- 3.5** - good performance, met all requirements
- 3.0** - acceptable performance, missed some requirements
- Below 3.0** - below acceptable standards for graduate work

Class Norms

Throughout the semester will all work together to create a positive, professional learning environment. To do that, we need to establish a set of class norms that create conditions for trust and establish respect and safety for all members of the class. The norms of professional conduct are:

- Arrive to class prepared and on time. Being prepared includes complying with University health and safety policy.
- Engage with class and disengage from other technology. This means silencing cell phones and putting them away for the duration of the class session. It also means refraining from non-course-related work on your computer.
- Respect our class time and minimize distracting behavior.
- Be a present and active listener.
- Encourage others and amplify ideas.
- Speak respectfully to and about others. This includes using correct names and pronouns.

If we all hold to these standards, it creates a place where everyone feels comfortable learning the material and from each other's experience. Policy touches everyone's lives differently, and who we are and how we experience policy shapes our perspectives. We will talk about things that are personal to some, maybe all, members of the class at some point in the semester, because the effects of policy are personal. Disparaging, dismissive, or demeaning comments will not be tolerated. We are here to learn from each other and that only happens if everyone feels comfortable. Dialogue and open-mindedness are essential to both learning and policy-making, so we will practice both.

BEING A POLICY PROFESSIONAL IS A PRACTICE, NOT AN ACHIEVEMENT

The goal of this course is not the final grade, but rather continual improvement and learning. The institutional dynamics we're trying to understand aren't stagnant, and to successfully apply these lessons, you can't be either. Demonstration of professionalism, listening, and professional skills is valued highly in the grading process. This class is grounded in the practices of:

Reading the world of policy is continually changing and evolving, so staying current is essential

Listening and Asking Questions administering and designing effective policy requires observation and listening in order to ensure you understand how policy will be experienced by all involved, and admitting when you don't understand will help you make better policy

Communicating communicating your observations and analysis concisely, verbally and in writing, is critical at every point of policy-making

Giving and Receiving Feedback listening to others, giving constructive feedback, and receiving and incorporating feedback makes your work better

Course Schedule

Note: This is a guide for the class content for the semester. All readings not from the required texts will be posted on D2L at least one week ahead of time. Readings and class topics may also change based on class needs and progress. Any changes will be discussed in class and posted to D2L.

We will use shared Google Documents regularly in class for recording feedback, group reporting, and creating shared resources. For privacy reasons, our shared documents will only be accessible via your MSU NetID. If you have not used Google Apps with your MSU NetID, please familiarize yourself with that process before the second week of class.

WEEK 1 August 31, 2023

Course Overview: what is a "good" policy? what makes a good bureaucracy?

WEEK 2 September 7, 2023

Lewis, *The Fifth Risk* (read the entire book)

WEEK 3 September 14, 2023

Berman, Chapters 1-4

WEEK 4 September 21, 2023

Berman, Chapters 5-7



Email your organization & info to me by 5 p.m. on Friday, 9/22

WEEK 5 September 28, 2023

Berman, Chapters 8-10, additional reading on D2L

WEEK 6 October 5, 2023

Michener, Chapters 1-4

WEEK 7 October 12, 2023

Michener, Chapters 5-8



Summary memos are due Friday, October 13 at 11:59 p.m. on D2L

WEEK 8 October 19, 2023

Understanding an Organization & Policy: The Case of MSU, reading on D2L

WEEK 9 October 26, 2023

Understanding an Organization & Policy: The Case of MSU, reading on D2L

WEEK 10 November 2, 2023

Herd and Moynihan, Intro, Chapters 1-2



Paper drafts are due Friday, November 3 at 11:59 p.m. on D2L

WEEK 11 November 9, 2023

No class meeting Each student will meet with me individually

WEEK 12 November 16, 2023

Herd and Moynihan, Chapters 6,8,9

WEEK 13 November 23, 2023

No class meeting Thanksgiving

WEEK 14 November 30, 2023

Herd and Moynihan, Chapter 10

Additional Reading will be posted to D2L

WEEK 15 December 7, 2023

Course wrap-up: No new reading



Final papers are due Monday, December 11 at 5 p.m. on D2L

A Note on Reading for Class

As you can see from the schedule above, we will read a lot in a short period of time, and class is a seminar format, so there will be minimal lecturing. You are expected to arrive for each class having completed all of the reading so you are ready to participate. For those of you who are new to this format, we will discuss how to read for class in our first class meeting.

The seminar format is a wonderful way for us to collaboratively explore the reading and connect it to larger policy issues, however it is also open to free riders who don't complete the reading and don't contribute to our collective learning. If that becomes a problem, I reserve the right to add required reading responses that will be due before each class and incorporated into your Contribution to the Seminar grade.

Land Acknowledgement

Understanding our history helps us understand and more equitably remake interactions, policies, systems, and power. The history of our University and the space we occupy is no exception, as our physical space, and the land in land grant, have a deep legacy.

Michigan State University occupies the ancestral, traditional and contemporary lands of the Anishinaabeg – Three Fires Confederacy of Ojibwe, Odawa and Potawatomi peoples. In particular, the university resides on land ceded in the 1819 Treaty of Saginaw. We recognize Michigan's 12 federally recognized Native Nations, historic Indigenous communities in Michigan, Indigenous individuals and communities who live here now, and those who were forcibly removed from their homelands. In offering this land acknowledgement, we affirm Indigenous sovereignty, history and experiences.

Academic Integrity

The Spartan Code of Honor states, "As a Spartan, I will strive to uphold values of the highest ethical standard. I will practice honesty in my work, foster honesty in my peers, and take pride in knowing that honor is worth more than grades. I will carry these values beyond my time as a student at Michigan State University, continuing the endeavor to build personal integrity in all that I do." In addition, Article 2.III.B.2 of the Student Rights and Responsibilities (SRR) states that "The student shares with the faculty the responsibility for maintaining the integrity of scholarship, grades, and professional standards." The Master of Public Policy program adheres to the policies on academic honesty as specified in General Student Regulations 1.0, Protection of Scholarship and Grades; the all-University Policy on Integrity of Scholarship and Grades; and Ordinance 17.00, Examinations. (See Spartan Life: Student Handbook and Resource Guide and/or the MSU Web site: www.msu.edu.)

You are expected to develop original work for this course, and therefore you are expected to complete all course assignments without assistance from any source. Use of generative AI or other similar software is expressly prohibited, and all work must properly cite source material. Students who violate MSU academic integrity rules may receive a penalty grade, including a failing grade on the assignment or in the course. Contact your instructor if you are unsure about the appropriateness of your course work. (See also the Academic Integrity webpage.)

Consistent with MSU's efforts to enhance student learning, foster honesty, and maintain integrity in our academic processes, instructors may use a tool called Turnitin to compare a student's work with multiple sources. The tool compares each student's work with an extensive database of prior publications and papers, providing links to possible matches and a "similarity score." The tool does not determine whether plagiarism has occurred or not. Instead, the instructor must make a complete assessment and judge the originality of the student's work. All submissions to this course may be checked using this tool.

Students should submit papers to Turnitin Dropboxes without identifying information included in the paper (e.g., name or student number), the system will automatically show this information to faculty in your course when viewing the submission, but the information will not be retained by Turnitin. Student submissions will be retained only in the MSU repository hosted by Turnitin.

Course and Campus Resources

Below I have included some resources that may be helpful to you as you navigate the semester. This list is a place to start — the University has many options and resources, and I encourage you to use them. If you feel comfortable asking me, I am also happy to help you connect to additional University resources and services.

Technology

[MSU Help site](#)

[Desire2Learn Help Site](#)

MSU IT Service Desk at (517)432-6200, (844)678-6200, or [e-mail](#)

Campus Counseling and Psychiatric Services (CAPS)

Visit [CAPS](#) for online health assessments and additional CAPS services or call (517) 355-8270 any time, day or night 24-Hour Sexual Assault Crisis Line, (517) 372-6666 or visit centerforsurvivors.msu.edu

Resource Center for Persons with Disabilities (RCPD)

Requests for accommodations by persons with disabilities may be made by contacting RCPD at 517-884-RCPD or on the web at rcpd.msu.edu. Once your eligibility for an accommodation has been determined, you will be issued a verified individual services accommodation (“VISA”) form. Please present this form to me at the start of the term and/or two weeks prior to the accommodation date (test, project, etc). Requests received after this date will be honored whenever possible.

The Graduate School <https://grad.msu.edu/>

Office for Equity and Inclusion

MSU is committed to creating and maintaining an inclusive community in which students, faculty, and staff can work together in an atmosphere free from all forms of discrimination. The Office of Institutional Equity (OIE) reviews concerns related to discrimination and harassment based on sex, gender, gender identity, race, national origin, religion, disability status, and any other protected categories under the [University Anti-Discrimination Policy](#) and [Policy on Relationship Violence and Sexual Misconduct](#). If you experience or witness acts of bias, discrimination, or harassment, please report these to [OIE](#)

MSU Libraries

MSU Libraries are the best kept secret on campus - please use them! The [Main Library site](#) has information on workshops, available materials, resources, services, etc. Materials on reserve for this course are available electronically here: [PPL 808](#)

Child Care

The [Student Parent Resource Center](#) has information on child care and other support for student parents. Though it currently has limited face-to-face hours, SPRC offers daily Zoom availability and phone support (517-432-3745).

Local Elections - November 7, 2023

Aside from voting, if you're eligible, many local governments are looking for election workers – you get paid for election day and for training. If you're interested, here are links to information for [East Lansing](#) and [Lansing](#), or check with your local city or township clerk.

Personal and Public Health

[MSU Student Health and Wellness](#) offers updates on student health services on campus. The [Ingham County Health Department](#) monitors local COVID-19 data and has information on local emergency orders, etc. MSU collects all current University information on COVID-19, including information on student support and campus policies, at a central website [Together We Will](#).