

# Public policy analysis and management

Master in Political Science  
Session 2012-13  
10 ECTS  
First semester, Wd. 15:00-20:00.

## Coordinator

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Raquel Gallego  
Office B3-163  
raquel.gallego@uab.cat

## Lecturers

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Xavier Ballart, Ismael Blanco, Mayo Fuster, Raquel Gallego, Margarita León.

## Objectives

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1. To understand the main theoretical and methodological models in public policy analysis and management.
2. To learn how to apply those theoretical and methodological models in order to carry out a research in this field.
3. To understand how to apply that knowledge to the analysis of and intervention in complex social and political problems.
4. To acquire the knowledge and the necessary skills to apply it within organizational environments in the field of politics and public management.

## Competencies

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The students will acquire the following competencies:

1. To analyze the processes through which social and political problems originate.
2. To analyze the policy making process.
3. To evaluate public policy.
4. To design policy advice proposals for decision making, for implementation and for evaluation.
5. To analyze different scenarios for public management in complex organizational and network environments.
6. To design policy advice proposals for public management in such context on the bases of different tools/instruments.

### **Specific competencies**

SC1 To identify the complexity of political reality, its diversity, and the tension facing it, with a particular focus on the Spanish and European context.

SC5 To analyze public policies in different policy sectors.

SC7 To apply the theoretical knowledge acquired to the analysis of empirical cases, on the basis of the analysis of political reality, to elaborate useful advice for decision making.

### **Cross-courses competencies**

CC3 To work within international and interdisciplinary teams, whose members come from different origins and trajectories.

## **Contents and bibliography**

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The syllabus includes six topics that are organized in different sessions around specific questions. The learning process aims to provide answers to such questions that should be based on the use of theory and on the confrontation of different interpretations. The answers derive from having done the compulsory reading (see teaching method and bibliography), from having listened to the lecturers' presentations, from having debated all these contents, and from having applied them to case studies.

The sessions will be held from 15:00 to 20:00.

### **Topic 1. Public management: concepts, instruments and context**

#### **Session 1: Concepts and instruments: defining Public Policy, Public Management and the approaches to the study of Public Policy and Public Management (Xavier Ballart, 3/10/12)**

##### **Questions:**

1. What is public policy and what is public management?
2. What are the differences between public administration and public management?
3. What are the main approaches to the study of public policies and public management?
4. Choose a problem and a policy as an example and analyze its basic rationality

##### **Reading:**

Smith, K. y C. Larimer (2009), *The Public Policy Theory Primer*, Westview Press, Chapter 1 pp. 1 to 25. Optional chapter 2.

##### **Case study:**

Policy change and primary healthcare reform (text distributed by the program).

**Session 2: Public policy in the political context: starting to look at theories of the policy process. (Xavier Ballart, 10/10/12)**

**Question:**

1. What are the main elements of the Advocacy Coalition Framework?
2. What is the role of networks in the policy process?
3. What are the main categories of actors?
4. What is the relation with Kingdon's policy process theory?

**Reading:**

Smith, K. y C. Larimer (2009), *The Public Policy Theory Primer*, Westview Press, Chapter four, pp. 75 to 99

**Case study:**

State hierarchy or market competition? Policy change and learning in the management of Spanish airports (text distributed by the program)

**Topic 2. Actors, problems, and agendas**

**Session 1: Actors and problems. (Raquel Gallego, 17/10/12)**

**Questions:**

5. What is a problem from a policy analysis perspective?
6. What sort of ideas become problems?

**Readings:**

Dery, D. (1984) *Problem Definition in Policy Analysis*, University Press of Kansas, Caps.2 i 3, pp.14-36.

Lindblom, C. 1980. *The policy-making process*. Engle-woods Cliffs: Prentice-Hall

**Case study:**

1. Choose an empirical example of an issue and identify different problem definitions.

**Session 2: ... and Agendas. (Raquel Gallego 24/10/12)**

**Questions:**

1. How can we understand the process of public and institutional agendas?
2. Choose a problem as an example and analyze how it gets access to the institutional agenda.

**Readings:**

Zahariadis, N. (1999) "Ambiguity, time and multiple streams", in Sabatier, P. (ed) *Theories of the policy process*, Oxford: Westview Press, pp. 73-96.

True, J. Jones, B. Baumgartner, F. (1999) "Punctuated-equilibrium theory: Explaining stability and change in American policymaking", in Sabatier, P. op.cit. pp. 97-116.

(Optional: Barzelay, M. 2003. "Introduction: The Process Dynamics of Public Management Policy-Making", *International Public Management Journal* 6: 251-281; Gallego (2003) "Public management policy making in Spain, 1982-1996: policy entrepreneurs and (in)opportunity windows", *International Public Management Journal*. 6(3): 283-307. Barzelay, M. and Gallego, R. (2006) "From 'new institutionalism' to institutional processualism': Advancing knowledge about public management policy change", *Governance*, 19(4):531-557; Gallego i Barzelay (2010) "Public Management Policy-Making in Spain: The Politics of Legislative Reform of Administrative Structures, 1991-1997", *Governance* 23(2): 277-296. ISSN: 0952-1895)

**Case study:**

Swine Flu

**Topic 3. Policy making and public decisions (Ismael Blanco 31/10/12).**

**Question:**

How are public decisions made? How should they be made? Give examples.

**Readings**

Lindblom, C. E. (1959) "The science of muddling through", *Public Administration Review*, 19(2), pp.79-88.

Smith, G. and May, D. (1980) "The artificial debate between rationalist and incrementalist models of decision making", *Policy and Politics*, 8, pp.147-61.

Gregory, R. (1989) "Political reationality or incrementalism? Charles E. Lindblom's enduring contribution to public policy making theory, *Policy and Politics*, 17, pp. 139-53.

**Case study:**

Pirelli-Mar

**Topic 4. Implementation. (Raquel Gallego 7/10/12)**

**Question:**

How can we move towards success in implementation. Analize an example.

**Readings:**

Elmore, R.1993. "Organizational models of social program implementation" in Hill, M. *The policy process. A reader*. Harvester –Wheatsheaf: Prentice-Hall. 2<sup>nd</sup> ed.

Hogwood, B.; Gunn, L. 1984. *Policy analysis for the real world*. New York: Oxford University Press. Capítol 11:"Implementation", pp.196-218.

Sabatier, P. 1993. "Top-down and bottom-up approaches to implementation research" in Hill, M. *The policy process. A reader*. Harvester –Wheatsheaf: Prentice-Hall. 2<sup>nd</sup> ed.

Lipsky, M. 1993. "Street level bureaucracy: An introduction" in Hill, M. *The policy process. A reader*. Harvester –Wheatsheaf: Prentice-Hall. 2<sup>nd</sup> ed.

**Case study:**

Blackstone project.

**Topic 5. Evaluation.**

**Session 1. Essentials of public policy evaluation (Xavier Ballart, 14/11/12)**

**Questions:**

1. What are the main purposes of policy evaluation?
2. How can evaluation be approached methodologically?
3. How likely it is that evaluation will be used?

**Reading and case study:**

Ballart X.; Riba C.; Blasco J. "Minimum Income and Labour Market Integration Processes: Individual and Institutional Determinants", *Revista Española de Investigaciones Sociológicas*.133: enero-marzo 2011.

**Other background readings**

Alkin, Marvin (2010) *Evaluation essentials: from A to Z*. New York, The Guilford Press, selected pages.

Or

Vedung, E.(1997) *Public Policy and Program Evaluation*. New York, Transaction Publishers, selected pages.

**Session 2. What does public administration understand by evaluating a policy? (Xavier Ballart, 21/11/12)**

**Question:**

What are the problems that the critical literature puts forward in relation to the use of indicators? How can such problems be addressed?

**Reading:**

Radin, B. (2006) *Challenging the performance movement: accountability, complexity and democratic values*, Washington DC, Georgetown University Press, selected pages.

**Case study:**

The ladder and the scale

## Topic 6. Sector-specific policies.

### Session 1. The Fourth Pillar of the Welfare State (childcare and long term care) (Margarita León, 12/12/12)

#### Questions:

1. What do we mean by the “Fourth Pillar of the Welfare State?”
2. What are the new social risks that these policies respond to?
3. Can we identify varieties of care regimes in Europe?

#### Readings:

- Pavolini & Ranci (2008) “Restructuring the welfare state: reforms in long-term care in Western European countries” *Journal of European Social Policy* Vol. 18 (3): 246-259.
- Pfau-Effinger, B. (2005) “Welfare State Policies and the Development of care arrangements” *European Societies* Vol. 7(2):321-347.
- Sarasa, S. (2011) “Long Term Care: The persistence of Familism” in Guillén, A. M. & León, M. (ed.) *The Spanish Welfare State in European Context* Ashgate Publ.
- León, M. (2011) “Ideas, Políticas y Realidad: Análisis Crítico de la Ley de Dependencia” *Papeles Economía Española* 129: 170-181.

#### Case study:

The Spanish Law on Long-term Care (*Ley de Dependencia*)

### Session 2. Public policy and Internet. (Mayo Fuster, 19/12/12)

#### Questions:

1. What has been the impact of Internet (both benefits and risks) on public management and the process of public policies? You may assess a global impact or the impact on a particular case.
2. What has been the impact of Internet on one or each of the policy making stages (elaboration, implementation, evaluation...)?
3. In what sense/to what extent has Internet contributed to the redefinition of the relationship between citizens and public institutions?

#### Readings:

Innovative proposals for essays are also welcome: it may be based on an experiment or have a blogpost format)).

Benkler, Yochai (2006) "Political Freedom Part 2: Emergence of the Networked Public Sphere,". *The Wealth of Networks*. Penguin Group. Chapter 7. (available free here [http://cyber.law.harvard.edu/wealth\\_of\\_networks/Download PDFs of the book](http://cyber.law.harvard.edu/wealth_of_networks/Download_PDFs_of_the_book))

Clay, Shirky (2008) Here Comes Everybody: The Power of Organizing Without Organizations. Watch video: [http://www.ted.com/talks/clay\\_shirky\\_on\\_institutions\\_versus\\_collaboration.html](http://www.ted.com/talks/clay_shirky_on_institutions_versus_collaboration.html) or read Chapter: Book with the same title. Penguin Group. Chapters 6-7, pp. 143-187.

Margetts, Helen Z. (2009) "The Internet and Public Policy," Policy & Internet: Vol. 1: Iss. 1, Article 1. Available at: <http://www.psocommons.org/policyandinternet/vol1/iss1/art1>

Fuster Morell, Mayo and Subirats, Joan (2012, September) Public policies and the Internet: Challenges and New Requirements to the Policy makers from the mobilized society in Spain. This paper is intended for the special issue 'Online Collective Action and Policy Change'. Policy & Internet - Policy perspective (September 2012) (18 pages)

**Cases:**

Llei Sinde, 15M, Wikileaks, Wikipedia, Fixmystreet (<http://www.fixmystreet.com/>), Good Gym (<http://www.goodgym.org/>), o similars.

## Reference bibliography

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**a) General:**

- Albi, E.; González-Páramo, J.; López Casanovas, G. 1997. *Gestión pública*. Barcelona. Ariel.
- Aguilar, L. 1992. *La hechura de las políticas públicas*. México. M.A. Porrúa. 4 vols.
- Ballart, X. 1992 *¿Cómo evaluar programas y servicios públicos?* Madrid. Ministerio para las Administraciones Públicas.
- Barzelay, M.; Gallego, R. 2006. 'From "new institutionalism" to "institutional processualism": Advancing knowledge about public management policy change'. *Governance*, 19, 4:531-557.
- Brugué, Q.; Subirats, J. 1996. *Lecturas de gestión pública. Selección de textos*. Madrid. Ministerio para las Administraciones Públicas.
- Colebatch, H. 2002. *Policy*. London: Open University Press. 2nd edition.
- Hill, M. ed. 1997. *The policy process. A reader*. Hertfordshire. Prentice Hall/Harvester Wheatsheaf. 2nd edition.
- Kingdon, J. 1995. *Agendas, alternatives, and public policies*. New York. HarperCollins. 2nd edition.
- Knoepfel, P.; Larrue, C.; Varone, F. 2001. *Analyse et pilotage des politiques publiques*. Basel. Helbing and Lichtenhahn.

- Lane, J. 1993. *The public sector. Concepts, models and approaches*. London. Sage.
- Loseke, D. 2003. *Thinking about social problems*. New Jersey. Aldine Transaction. 2nd edition.
- Mény, Y.; Thoenig, J. 1989. *Las políticas públicas*. Barcelona. Ariel. (traducció 1992)
- Moore, M. 1995. *Gestión estratégica y creación de valor en el sector público*. Paidós. Barcelona. (traducció 1998).
- Pressman, J.; Vildavsky. A. 1984. *Implementation*. Berkeley. University of California Press. 3rd edition.
- Sabatier, P. ed. 1999. *Theories of the policy process*. Oxford. Westview Press.
- Stone, D. 2002. *Policy paradox. The art of political decision making*. London. Norton. 2nd edition.
- Subirats, J. 1989. *Análisis de políticas públicas y eficiencia de la administración*. Madrid. Ministerio para las Administraciones Públicas.

#### **b) Policy sectors:**

- Aguilar, S.; Font, N.; Subirats, J. 1999. *Política ambiental en España*. Valencia. Tirant lo Blanch.
- Barzelay, M. 2001. *The new public management. Improving research and policy dialogue*. Berkeley. University of California Press.
- Brugué, Q.; Gomà, R. 1998 *Gobiernos locales y políticas públicas*. Barcelona. Ariel.
- Gallego, R., Gomà, R.; Subirats, J. eds. 2003. *Estado de bienestar y Comunidades Autónomas*. Madrid. Tecnos-UPF.
- Gallego, R.; Subirats, J. 2011. dirs. *Autonomies i desigualtats a Espanya: Percepcions, evolució social i polítiques de benestar*. Barcelona: Institut d'Estudis Autonòmics.
- Gomà, R.; Subirats, J. eds. 1998. *Políticas públicas en España. Contenidos, redes de actores y niveles de gobierno*. Barcelona. Ariel.
- Grau, M.; Mateos, A. 2002. *Análisis de políticas públicas en España: Enfoques y casos*. Valencia. Tirant lo Blanch.
- Gomà, R. y Subirats, J. 2001 *Govern i polítiques públiques a Catalunya (1980-2000)*. Barcelona. Universitat Autònoma de Barcelona-Universitat de Barcelona, 2 volums.
- Morata, F. 2000 *Políticas públicas en la Unión Europea*. Barcelona: Ariel.
- Pollitt, C.; Bouckaert, G. 2004. *Public Management Reform. A comparative Analysis*. New York. Oxford University Press. 2nd edition.
- Subirats, J.; Gallego, R. 2002 *Veinte años de autonomías en España: Leyes, políticas públicas, instituciones y opinión pública*. Madrid. Centro de Investigaciones Sociológicas.

#### **c) Academic journals:**

*International Journal of Public Administration*  
*International Public Management Journal*  
*Governance*



*Journal of European Public Policy*  
*Journal of Policy Analysis and Management*  
*Journal of Public Administration Research and Theory*  
*Public Administration –an international quarterly.*

## **Learning/Teaching method and evaluation**

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### **Learning method**

Learning is based on the reading and discussion about theoretical and empirical knowledge. The aim of learning is to acquire the capacity to formulate questions and answers –always provisional ones. To this end, students will have to be active and autonomous in searching and selecting relevant information, in reading and reflecting in order to create a rich and informed dialogue with the lecturer.

In this course, this autonomous effort will be required previously to each session, via reading and essay writing. This work will then be complemented with seminar discussions and oral presentations, which will help to better understand both theory and practice-based knowledge as well as to question it.

Class teaching will combine lectures and seminar/case discussions on theoretical and empirical knowledge –always trying to find the applicability of theory to empirical cases. Tutorial teaching will focus on the preparation of essays and presentations.

### **Evaluation method**

Evaluation will be an ongoing process and will be based on the outputs of the different activities in which students will have to engage to show whether they have achieved the expected competencies. Such activities and outputs include:

1. Writing short essays on the topics of the different sessions (30% of the final grade).
2. Participating in the seminars and case study discussions (10% of the final grade).
3. Preparing and giving presentations (10% of the final grade).
4. Exam (50 % of the final grade).