PBPL 22300: Policy Implementation
Spring 2016, Tues./Thurs. 5:30-6:50 p.m., HM 140

Chad Broughton
Email: ceb@uchicago.edu
Office Hours: Tues. 9-10 & 10:30-11 a.m.
Sign up: ceb.acuitiescheduling.com (GB 218a)

Andrew Hammond
Email: hammond@uchicago.edu
Office Hours: Sundays (odd weeks)
Sign up: hammond.acuitiescheduling.com

Teaching Assistant: Aviva Rosman
Email: aviva@uchicago.edu

Teaching Assistant: Emily Firgens
Email:.efirgens@uchicago.edu

Teaching Assistant: Natalia Antas
Email: nataliaantas@uchicago.edu

Once a policy or program is established, there is the challenge of getting it carried out in ways intended by the policy makers or program designers. This course explores some of the common obstacles, dilemmas, and opportunities that emerge when government (and, in some cases, non-governmental actors) attempts to put a policy into effect. Focused on the United States, and drawing on case studies from poverty, crime, and education, we grapple with prevailing understandings of the implementation process, as well as the functions of bureaucracy, program evaluation, and social movements.

Grading:
15% lecture attendance/participation/review sessions/case presentations
40% implementation exercises (4 @ 10% each, drop lowest of five IEs)
10% case study prospectus
35% case study research paper

Attendance/Participation: We expect students to attend all class meetings and to come on time. An absence can only be excused if it is brought to Emily Firgens’ (efirgens@uchicago.edu) attention before class. Review sessions and case study presentations (in-class & end of term) are voluntary but contribute to a high mark here.

Screen policy: It’s hard to compete with the allure of Internet shopping, Facebook, or whatever is on your screen. As such, we will eliminate the competition by implementing an outright ban on screens of all kinds. This will inconvenience some of you, and may even be counterproductive in some ways (notes, look-ups, etc.), but we’ve found that maintaining a collective focus, like they did in the good ol’ days, makes class sessions immeasurably better. The sly under-the-table phone check is obvious and, when you do it a lot, obnoxious. We’ll keep it interesting; you can help with this, too, by listening actively to us and your peers and by participating yourself. We’ll have a class note-taker each day to facilitate this collective ethic.

Implementation Exercises (IEs) (600-800 words): Short assignments, grounded in the course readings, which ask you to apply the lessons of the course materials to a relevant topic, typically focused on Chicago. The first IE will invite you to mine insights from the implementation classics to analyze an organization with which you are familiar. The following three IEs will be memo exercises corresponding to the three policy modules. The final IE will invite you to apply the implementation classics to the case study you have selected as your final paper topic. You are allowed to discuss the topics of the IEs and even strategies to answering them with your classmates. However, you may not share drafts or the final version of what you submit for grading. You must submit your IEs to the course site on Canvas by Noon
of the due date, which will allow us to discuss your IEs in class. IEs will be graded on a ten-point scale and at the end of term we will drop the lowest of your five grades. No extensions; and an IE will be graded down one point for every day its late. Please note at Canvas if you’re skipping an IE.

**Case study prospectus** (600-800 words): A description of the topic including potential themes related to implementation and an organizational plan for the paper. Include at least six substantial sources (books, journal articles, think tank or gov’t reports) in an annotated bibliography (a few sentences is sufficient). Newspaper and magazine articles are welcome but cannot comprise the majority of your sources. The goal here is to test the feasibility of the research topic. We may ask you to redo this. As with IEs, your prospectus will be graded down one point (out of ten) for every day it’s late.

**Case study research paper** (18-25 pages, double-spaced)

The purpose of the implementation case study is to apply what you have learned to a specific policy, organization, program or harebrained scheme of your choosing. Just about any policy area is fine. In the past, students have written on international and domestic topics, massive and smaller programs, and failures and successes—and those that fall in between. Your case study ought to focus on issues of implementation rather than a detailed analysis of the legislation or its design and formulation (though some historical and policy formulation background is usually important). A strong paper will draw upon many outside sources and—in the absence of a final exam—apply the concepts and ideas gleaned from discussions, lectures, and readings.

A strong implementation case study paper sometimes evolves into a BA thesis, and can often at least be a helpful launching pad for a successful BA. Past examples include international and transnational projects and policy like the UN World Food Programme or NAFTA or the Marshall Plan; federal legislation like No Child Left Behind, the Great Society programs, or drug war legislation; large-scale development programs like the Tennessee Valley Authority or those of the World Bank; analyses of state, regional, or city-level administrative agencies like the Illinois Regional Transportation Authority or Chicago Housing Authority; or community-oriented efforts (done in conjunction with social science) to address public problems like the Interrupters and the Harlem Children’s Zone. Extension requests are granted only if made at least 24 hours ahead of deadline and if they specify a one- or two-day extension. Send extension requests to Aviva Rosman (aviva@uchicago.edu).

**Required course books**

Part 1: Understanding Implementation

WEEK 1

3/29 (Tu): Introduction: Bureaucracy and Policymaking in a Complex Systems
Atul Gawande, “The Checklist,” The New Yorker
Canvas: Max Weber, “Bureaucracy” (15 pages)

3/31 (Th): Organizations and Bureaucracy: Exit, Voice, and Loyalty
Hirschman, Exit, Voice, Loyalty, Chps. 1-4 (pp. 1-54), 7 (76-86, 92-105), 9 (120-126)
(also available online as eBook; look at bottom-left of page for link)

WEEK 2

4/5 (Tu): Street-Level Bureaucrats as Policy Makers
Canvas: Scott et al., Organizations: Rational, Natural, and Open Systems (pp. 21-29)
Michael Lipsky, Street-Level Bureaucracy, Chapters 1-3 (pp. 3-39)
Canvas: Thaler et al. “Choice Architecture” (11 pages, adapted from Nudge)

4/7 (Th): Bottom-Up Implementation, Target Populations, and Legitimacy
Lipsky, Street-Level Bureaucracy, Chapters 5-6, 9-10 (pp. 54-80, 117-151)
IE#1: Applying the Classics (due by Noon)

WEEK 3

4/12 (Tu): Evidence and Evaluation: Building Policy Knowledge
Canvas: Haskins, Show Me the Evidence, Introduction, Chapters 1 (pp. 1-30) (also eBook)
Center for Disease Control, “Types of Evaluation” (2 pages)
Mallonee, “The Oklahoma City Smoke Alarm Project” (9 pages)

Part 2. Reducing Poverty?: The Evolving American Safety Net

4/14 (Th): Implementing the Welfare Reform Act of 1996
Canvas: Moffitt, “A Primer on U.S. Welfare Reform” (10 pages)
Canvas: Broughton, “TANF in Illinois” (23 pages)
Canvas: Sharon Hays, Flat Broke with Children, Chapter 1 (pp. 3-24) (also eBook)

WEEK 4

4/19 (Tu): Designing an Anti-Poverty Program: New Hope, Part I
Duncan et al., Higher Ground, Chps. 1-4 (pp. 1-50)

4/21 (Th): Evaluating an Anti-Poverty Program: New Hope, Part II
Duncan et al., Higher Ground, Chps. 5-9 (pp. 51-121) and review Appendix
**WEEK 5**

4/26 (Tu): Welfare Reform in the Welfare Office  
   **Canvas:** Judy Levine, *Ain’t No Trust in Us*, Chp. 2 (36 pages)  
   (also eBook)  
   **Canvas:** Halpern-Meekin, *It’s Not Like I’m Poor*, Chp. 2, “Tax Time”  
   (also eBook)  
   **In-class guest:** Jennifer Hrycyna-Wagner, former Illinois TANF Director

4/27 (W): Part 2 TA review session, 7:00-8:30 pm (HM 130)

4/28 (Th): Implementing an Anti-Poverty Program: Single Stop USA  
   “Single Stop USA’s Community College Initiative: Implementation Assessment”  
   **IE#2:** Bringing Single Stop to Chicago (due by Noon)  
   **IE Resources:** City Colleges of Chicago *Statistical Digest* and *Factsheet*

**WEEK 6**

5/3 (Tu): How New York City Became Safe: Documenting Decline  
   Zimring, *The City That Became Safe*, Chps. 1-2, 4 (pp. 3-47, 81-99)  
   **In-class guest panel:** Rudy Nimocks, former officer, detective, head CPD organized crime unit  
   Amrit Mehra (BA ’06, MPP ’14), former member, Mayor Emanuel’s Innovation Delivery Team

5/5 (Th): Why New York City Became Safe: Testing Theories  
   Zimring, *The City That Became Safe*, Chps. 5, 7 (pp. 100-151, 173-195)  
   Volunteer student case study presentations 1 and 2

**WEEK 7**

5/9 (M): Case Study Prospectus (due by Noon)  
   **Canvas resource:** Bardach, Appendix C (helpful questions for case studies)

5/10 (Tu): Safe for Whom? Policing Post-Ferguson  
   **Canvas:** Tyler et al., “Street Stops and Police Legitimacy” (26 pages)  
   **Watch:** Tracey Meares, “Legitimacy and Policing” (14 min.)  
   **Read:** Friedersdorf, “The Corrupt System That Killed Laquan McDonald,” *The Atlantic*  
   **Listen:** This American Life, “Cops See It Differently, Part 1”  
   Volunteer student case study presentations 3 and 4

5/11 (W): Part 3 TA review session, 7:00-8:30 pm (HM 130)
5/12 (Th): Could Chicago Become Safe? Policing Post-McDonald
   Canvas: Kennedy, Don’t Shoot, “Cease Fire” (pp. 44-75)
   Watch: “The Interrupters” excerpt (first 45 minutes)
   IE#3: What could Chicago do to reduce crime and reform policing? (due by Noon)
   IE Resources (Canvas): April 2016 report, Chicago Police Accountability Task Force
   Las Vegas Police Dept and DOJ, “Collaborative Reform Process”

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Part 4. Improving Schools? Dilemmas of Urban Education

WEEK 8

5/17 (Tu): The Era of Continual School Reform in Chicago
   Canvas: Bryk et al. Organizing Schools for Improvement, “Introduction” (pp. 12-25)
   Canvas: Payne, So Much Reform, So Little Change, Chp. 6, “Predictable Failures” (37 pp.)
   Watch in class: PBS NOW, “A Radical Fix for Schools” (a turnaround school)
   Volunteer student case study presentations 5 and 6

5/19 (Th): Ed Reform Comes to Newark (Part I)
   Dale Russakoff, The Prize: Who’s in Charge of America’s Schools?, Chps. 1-4 (pp. 1-77)
   Watch: The Oprah Winfrey Show announcement (2010)
   In-class guest: Sara Stoelinga, Director, Urban Education Institute (5:30-6:10 p.m.)

WEEK 9

5/24 (Tu): Ed Reform Comes to Newark (Part II)
   Dale Russakoff, The Prize, Chps. 8-9, 11-12 and Conclusion (pp. 78-164, 175-218), Appendix I, II
   Listen: NPR, “Assessing the $100 Million Upheaval of Newark’s Public Schools”
   Skype guest: Dale Russakoff, education reporter and author of The Prize (5:30-6:10 p.m.)

5/25 (W): Part 4 TA review session, 7:00-8:30 pm (Cox Lounge, basement of Stuart Hall)

5/26 (Th): The Apparent Success of the Harlem Children’s Zone
   Canvas: Tough, Whatever It Takes, Chps. 8, 11 (Chp. 9 recommended)
   Watch at home: Geoffrey Canada, Ted Talk, “Our Failing Schools: Enough is Enough” (17 min.)
   Canvas: 2015 PolicyLink, Promise Neighborhood Fact Sheet
   IE#4: What should Chicago learn from Newark? (due by Noon)
   IE Resource: Chicago Public Schools At-A-Glance
   Volunteer student case study presentations 7 and 8
Part 5. Lessons of Implementation

WEEK 10

5/31 (Tu): Wrap-Up Class
Lipsky, Street-Level Bureaucracy, Chapters 13, 14 (pp. 192-237)
IE#5: Applying the Classics to Case Study (due by Noon)

6/1 (W): Case Study Presentations, 7:00-8:30 pm (HM 130)

6/2 (Th): Case Study Presentations and Discussion, morning session (TBD)
Case Study Presentations and Discussion, afternoon session (TBD)
If graduating: Due: Case study research papers by 11:59 p.m. to Canvas

6/4 (Sat.): Senior grades due by 11:59 p.m.

EXAM WEEK

6/7 (Tu): Due: Case study research papers by 11:59 p.m. to Canvas (grades due 6/14)