INEQUALITY AND PUBLIC POLICY
RPAD 604 / RPOS 604 – Spring 2015

Rockefeller College of Public Affairs and Policy, SUNY Albany
Department of Public Administration and Policy

Professor Jennifer E. Dodge

Class Location: Husted 208
Class Time: Tuesday 5:45-8:35 pm
Office location: Milne Hall 308
Office Hours: Wednesday 2:00-3:00 pm
and by appointment
Email: jdodge@albany.edu
Office phone: 442-5274

Course Description - This course addresses the formulation and implementation of public policies that seek to end diverse inequities. Specifically, this course will explore alternative definitions of equality and their implications for public policy; the role of issue definition and agenda-setting in policy making; the troublesome challenge of measuring equality for purposes of developing or assessing policy; the causes and politics of inequality, and the dynamics of governing institutions that produce, exacerbate or ameliorate inequalities. The course will equip students with a variety of policy analytic tools to help them analyze inequalities and the various public policies used to address them.

To learn how to apply course concepts to real policy issues, the course will examine 1 policy area in detail: poverty. In addition, each student, in consultation with the professor, will select a specific policy issue involving an inequity in a policy domain of their own choosing (e.g., environment, housing, homelessness, poverty, etc.). Assignments will focus on providing students with ample opportunities to apply course concepts and practice various policy analytic tools within their chosen policy domain. Class sessions will also provide opportunities for students to share and develop their analyses.

By the end of the course, students should be able to:
- Develop and use a vocabulary about equality and inequality;
- Identify different inequalities and inequities;
- Analyze policy problems, and the ways policy actors analyze policy problems;
- Understand alternative models and theoretical components of problem definition and agenda-setting in public policy;
- Explore the policy implications of different measures of inequality and their advantages and disadvantages;
- Compare different policy solutions and their merits and demerits;
- Apply policy analytic tools to a significant public policy question.

---

1 We will focus on inequities relates to class, race, and gender. There are many categories of inequity that we will not cover in course readings such as sexual orientation, physical ability, citizenship status, and so on. It is not possible to adequately cover all these topics in the course. However, students are encouraged to cover these topics in their assignments, and thus to bring them into the classroom.
Text Books: You may purchase required books through Mary Jane books at 215 Western Avenue.

Required:

Additional readings will be posted on Blackboard at https://blackboard.albany.edu/. Use the same login and password required for MyUAlbany.

Communication

Students are invited to ask questions in class, during office hours, or via email. The best way to contact me outside of class is by email. I will usually respond to emails within 24 hours. If you send an email after 6pm, I may not respond until the following day. Please write “PAD 604” in the subject line of emails. Please check your email regularly for emails from me as well.

Assignments

General Guidelines

Policy Memos:
- Due dates for policy memos are listed below under “Policy Memos” and in the course schedule. Submit all policy memos under the assignments folder in Blackboard by 11:59pm on the designated date.
- Write all assignments in complete sentences and paragraphs, double-spaced, with one-inch margins, Times New Roman 12 point font, and number the pages. I will return essays that do not meet these guidelines to be rewritten.
- Be sure to include your name, the memo number (e.g., “Memo 1”), the course number and the instructors name at the top of your memo. You can do this in 1 or 2 lines.
- The length of each policy memo is specified in separate instructions. You can provide tables and figures to support your arguments; place them at the end of the paper. Bibliographies, tables and figures do not count towards page length. Please do not include cover pages.
- All references should be cited in MLA style. Formatting instructions can be found at http://library.albany.edu/cfox?type=mla. For further guidelines and a list of appropriate sources see Appendix A.
- I grade all electronically submitted assignments electronically. Policy memos will be graded in word using notes in the margins and track changes. Be sure to check blackboard for my feedback and comments. I will expect you to take into account my feedback in your subsequent memos.

Short assignments:
- All short assignments are due (submitted electronically) the day before class at 2pm. You must submit your short assignment by 2:00 pm on the day prior to class or the assignment will expire (in other words, you will no longer have access to submit it).
- Short assignments should be no longer than 2 pages, double-spaced, in length.
Policy Memos

To assess your understanding of course materials and your ability to apply concepts to real-life cases of public policy, students will write 3 policy memos throughout the course. Each policy memo will require students to use course materials to define and analyze a public policy issue within a policy domain of their choosing (e.g., environment, housing, homelessness, poverty, domestic violence, etc.). The policy memos will require students to conduct independent research. Each memo will be 5 pages in length. Instructions for each assignment will be distributed in class and posted on blackboard several weeks before the assignment is due. These instructions will include details about the exact questions of each assignment. For guidelines on Citations and Sources see Appendix A. I will not accept drafts of policy memos; instead the short assignments are designed to give you an opportunity to prepare and get feedback on your ideas for your policy memos.

Policy Memo Due Dates

<table>
<thead>
<tr>
<th>Assignment</th>
<th>Due Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy Memo 1</td>
<td>March 1 at 11:59pm</td>
</tr>
<tr>
<td>Policy Memo 2</td>
<td>March 29 at 11:59pm</td>
</tr>
<tr>
<td>Policy Memo 3</td>
<td>May 3 at 11:59pm</td>
</tr>
</tbody>
</table>

Short Assignments

Each student is required to submit 9 short assignments of no more than 2 pages in length (double-spaced) that relate to class readings. The assignment for each class is listed on the course schedule. These assignments require students to do an exercise to practice some dimension of policy analysis (such as structuring policy problems). At the beginning of the course, students will select one policy issue to focus on throughout the semester. Students will use their policy issue as a case for completing each assignment. These assignments will help students prepare to write the policy memos. Importantly, the short assignments should not be summaries of or commentaries about the reading. Instead they are opportunities to apply the policy tools from the readings to real policy issues. Students should be prepared to share their short assignments in class each week. As a class, we will work together to critique some of them for the purposes of improving the analysis and students’ knowledge of how to use these tools effectively.

Grading

Student performance in the course will be determined as follows:

- Policy memos 60 %  (20% for each essay)
- Short assignments 27 %  (3% for each assignment x 9 classes)
- Attendance 13 %  (1% for each class)
Grading Criteria

Policy memos – I will assess policy memos based on a single grading rubric attached in Appendix B and posted on Blackboard. In general, submissions will be assessed according to 1) the degree to which the student answers the assigned question in a sophisticated manner, 2) the degree to which the student illustrates a complete understanding of the course material, 3) overall organization and professionalism of the paper, and 4) the degree to which formatting and citation guidelines are followed.

Short assignments – Your short assignments will be evaluated based on the degree to which you demonstrate 1) that you have read the material and 2) that you have applied the policy tools critically and thoughtfully to your test case.

Attendance – Attendance will be measured by your presence in the classroom, and stands as a proxy for your commitment to the course. If you do not attend class, you will not receive credit for attendance that day. I understand that sometimes there are circumstances related to professional and personal obligations that will require students to be absent on certain days.

Late assignments - For every 24-hour period that an policy memo assignment is late, the grade will be reduced by 1 percentage point. The first 24-hour period begins at the beginning of the class in which the assignment is due.

Grading Scale

<table>
<thead>
<tr>
<th>Grade</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>93-100</td>
</tr>
<tr>
<td>A-</td>
<td>90-92.99</td>
</tr>
<tr>
<td>A+</td>
<td>87-89.99</td>
</tr>
<tr>
<td>B</td>
<td>83-86.99</td>
</tr>
<tr>
<td>B-</td>
<td>80-82.99</td>
</tr>
<tr>
<td>B+</td>
<td>77-79.99</td>
</tr>
<tr>
<td>C</td>
<td>73-76.99</td>
</tr>
<tr>
<td>C-</td>
<td>70-72.99</td>
</tr>
<tr>
<td>D</td>
<td>67-69.99</td>
</tr>
<tr>
<td>D-</td>
<td>63-66.99</td>
</tr>
<tr>
<td>D+</td>
<td>60-62.99</td>
</tr>
<tr>
<td>E</td>
<td>Below 60</td>
</tr>
</tbody>
</table>

Other policies

Academic Integrity - As members of the SUNY community, we are all expected to adhere to high standards of intellectual and academic integrity. You can view our Academic Code at: http://www.albany.edu/content_images/AcademicIntegrity.pdf. This is a good resource, especially regarding integrity in writing. Violations of these standards will result in one of the following penalties: reduction in the grade for the assignment, failure of the assignment, failure of the course, or expulsion. In all cases, a Violation of Academic Integrity Report will be submitted to the Dean of Graduate Studies to be placed in your university file, with copies provided to you, the department head, and the Dean of Rockefeller College.

- Students with needs consistent with the Americans with Disability Act should inform the instructor during the first week of class so that reasonable accommodations can be made.
- This syllabus serves as a general outline. The instructor reserves the right to deviate from the plan if necessary. Students will be notified promptly of any modifications.
**Course Schedule**

**UNIT ONE: CONCEPTUAL FOUNDATIONS**

**Class 1 (January 27): Introduction: Inequality and Public Policy**
- Case: The Marriage Equality Act of New York State and related Tax Regulations
  
  **NOTE:** 
  *Read only section 1.2 (p. 2-16).* Do not worry if you do not understand everything in the reading, but look for the meaning of “public” and “policy,” and be prepared to discuss in class.

**Class 2 (February 3): Conceptualizations of Equity, Equality, Fairness and Justice**

  **NOTE:** the readings for this week are challenging, and the Young reading is long. Be sure to leave yourself enough time to get through them.
  
  **NOTE:** **Focus on pages 3-20.**

**Short assignment 1 (due February 2 at 2pm):** Drawing on the readings from this week, define the type of inequality that seems to be present in the policy issue that you identified for your class project. Discuss why you think it represents that type of inequality. (Note: You should make a final choice for the policy issue that you will analyze throughout the course by class 3.)
Class 3 (February 10): Policy Analysis: Between Facts and Norms
  - NOTE: Skim pages 1-12 and 66-81 to understand the main ideas of the policy design approach to policy analysis. Focus your attention on pages 81-101: “Design elements and effects on democratic values.” We will use elements of this approach later in class.

Short assignment 2 (due February 9 at 2pm): Using the Schmidt reading, identify the two key protagonists (they may be groups or individuals) who are advocating for different positions on the policy issue you have chosen to study throughout the course and describe their core values. Use evidence from your research to support your descriptions.

UNIT TWO: POVERTY AND INEQUALITY

Class 4 (February 17): The Problem with Poverty
- Newman, preface and ch. 1
- Mishel, ch. 1

Analytics: Structuring Policy Problems.

Short assignment 3 (due February 16): Analyze how two different actors have defined the policy problem for the issue that you have chosen to analyze in class. Drawing on Rochefort & Cobb (1994), describe three dimensions of the competing definitions and the actors who advocate for them.
Class 5 (February 24): Explanations of Poverty
- Mishel, ch. 3

Analytics: Causal Stories and Agenda Setting.

Short assignment 4 (due February 23 at 2pm): Starting with the two problem definitions that you analyzed in short assignment 3, describe the causal stories that the different actors you identified use to embed these problems in some argument about causality. In other words, are the causes of these problems described by the relevant policy actors as mechanical, accidental, intentional or inadvertent? What are their arguments? What strategies of causal argumentation are used, if any, to push the policy problems onto the public agenda?

Policy Memo #1 (due March 1 at 11:59pm). Instructions will be handed out separately.

Class 6 (March 3): Measuring Poverty
- Newman, ch. 2
- Mishel, ch. 7

Recommended:
UNIT THREE: KNOWLEDGE AND NORMS IN POLICY DESIGN

Class 7 (March 10): Poverty and Target Populations

  - Read chapters 1, 4 and 5. Skim chapters 2 and 3.

Analytics


**Short assignment 5 (due March 9 at 2pm):** How are the main protagonists constructing target populations with respect to the policy issue you have chosen to study in class: as advantaged, contenders, dependents or deviants? What are the consequences of these different constructions? (If the construction of target populations is not an issue, go back to the Schmidt reading on value-critical policy analysis, and examine more closely the values that the groups are promoting, and the consequences for making policy based on those values.)

*** Spring Break March 15-21 – No class on March 17. ***

Class 8 (March 24): Poverty and the Politics of Evidence


Analytics


**Short assignment 6 (due March 23 at 2pm):** Using the figures in the Schneider & Ingram reading, determine whether or not “the policy community” is unified or divided with respect to the evidence in your case. Using concepts from the figures, discuss how the different actors in your case discuss evidence, science, and/or expertise. **NOTE: Figure 6.3 has a typo: it should read “dependent” not “deviants.”**

Policy Memo #2 (due March 29 at 11:59pm): Instructions will be handed out separately.
Class 9 (March 31): Stratification, Category Making and Poverty
- Ziliak, J.P. (2011). Recent Developments in Antipoverty Policies in the United States. Working Paper: Institute for Research on Poverty. (This is an overview of anti-poverty policies that will be a good lead in to the next unit).

Analytics: Constructing Categories & Intersectionality: Gender, Race and Ethnicity
  - Chapter 1: Constructing categories: Naming, counting, science and identity

UNIT THREE: DESIGNING SOLUTIONS TO POVERTY

Class 10 (April 7): Connecting Poor People to Skills
- Newman, ch. 5, 6

Recommended:

Analytics: Assessing Goals and Problem Definitions
- Schneider & Ingram on goals/problems (from class 3).

Short assignment 7 (due April 6 at 2pm): What are two policy solutions that have been proposed for the inequality and public policy problem that you are addressing? Using the Schneider and Ingram framework on policy design (from class 3), what are the stated (or implicit) policy goals of each solution, and how do these relate to the problem definitions you analyzed earlier? What are the advantages and disadvantages of these two proposals both in terms of 1) their merits for solving the problem and 2) the politics that the solution would likely generate? In other words, do they have potential for getting broad political approval? Why or why not?
Class 11 (April 14): Connecting Poor People to Jobs
- Newman, ch. 3, 4, 8

Analytics: Agents and Implementation
- Schneider & Ingram on goals/problems (from class 3).

Short assignment 8 (due April 13 at 2pm): Building on your analysis from commentary 7 in which you analyzed two policy solutions, use the Schneider and Ingram framework on policy design (from class 3), to analyze the agents and implementation strategies of each policy solution. Does examining these more close change your view of the advantages and disadvantages of these two proposals in terms of 1) their merits for solving the problem and 2) the politics that the solution would likely generate?

Class 12 (April 21): Connecting Jobs to Living Wages
- Mishel, ch. 4

Recommended:

Analytics: Tools and Rules
- Schneider & Ingram on tools and rules (from class 3).

Short assignment 9 (due April 20 at 2pm): Building on your analysis from commentaries 7 and 8 in which you analyzed two policy solutions, use the Schneider and Ingram framework on policy design (from class 3), to analyze the tools and rules that are proposed for each policy solution. Does examining these more close change your view of the advantages and disadvantages of these two proposals in terms of 1) their merits for solving the problem and 2) the politics that the solution would likely generate?

Class 13 (April 28): SPECIAL TOPIC
- To be determined.

Policy Memo #3 (due May 3 at 11:59pm): Instructions will be handed out separately.
Appendix A: Citations and Sources

Citations. Include a bibliography in each essay. Students are to cite sources in a manner consistent with academic honesty policies. I would rather you include too many citations rather than too few. As a general rule of thumb, provide a citation for something you did not know before you began your research. In-text citations and the bibliography should be formatted in MLA style. See the on-line help sheets at University at Albany’s citation fox website at http://library.albany.edu/cfox?type=mla. This reference explains how to cite references in the works cited section (bibliography) of your paper and how to cite references in the text of your essay.

Acceptable Sources. You may use primary and secondary sources. Primary sources include, but are not limited to, government reports, legislative hearings and testimonies, court decisions, and government auditor reports. Secondary sources are summaries and interpretations of primary sources. Secondary sources include, but are not limited to, articles from major newspapers and news magazines, network and cable news programs, and academic research. Blogs and Wikipedia are not acceptable sources. Be an intelligent consumer of information by evaluating secondary sources for potential political bias. If it is well known that a particular source is liberal or conservative, you must compensate for this in the paper. Acknowledge its bias and balance the information with something from a source on the other side of the political spectrum. Here are some places to start with your research, but feel free to consult other sources:

• Academic research published in public policy, public administration or political science journals such as: Journal of Public Policy Analysis and Management, Public Administration Review, Journal of Public Administration Research and Theory, American Review of Public Administration, Administration and Society, American Political Science Review, American Journal of Political Science, and Journal of Politics, etc. There are likely to be policy journals that are specific to your policy domain that can also be great sources of public policy analysis.
• Congressional Research Service reports (opencrs.com and scattered elsewhere around the internet)
• Congressional testimony (available through Lexis/Nexis via the library) and reports completed by Congressional committee staff
• Agency Inspector General reports
• U.S. Government Accountability Office reports (www.gao.gov)
## Appendix B: Grading Rubric, PAD 604, Prof. Dodge

<table>
<thead>
<tr>
<th>Substantive Area</th>
<th>Excellent (2)</th>
<th>Average (1.5)</th>
<th>Needs Improvement (1)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Substance</strong></td>
<td>Demonstrates sharp understanding of policy theory</td>
<td>Demonstrates adequate understanding of policy theory</td>
<td>Demonstrates poor understanding of policy theory</td>
</tr>
<tr>
<td>Applies theory so that arguments link conceptual ideas to evidence from the case</td>
<td>Applies theory but link between conceptual ideas and evidence from the case is unclear at times</td>
<td>Does not apply theory at all or the link between conceptual ideas and evidence from the case is often unclear</td>
<td></td>
</tr>
<tr>
<td>Makes arguments that are substantive</td>
<td>Makes arguments that are substantive in a majority of cases</td>
<td>Makes arguments that are superficial</td>
<td></td>
</tr>
<tr>
<td>Shows a sharp understanding of the complex policy questions</td>
<td>Shows an adequate understanding of the policy questions</td>
<td>Shows a poor understanding of the policy questions</td>
<td></td>
</tr>
<tr>
<td>Provides sufficient, clear and balanced evidence</td>
<td>Provides evidence that is either insufficient, unclear or unbalanced</td>
<td>Provides evidence that is insufficient, unclear or unbalanced</td>
<td></td>
</tr>
<tr>
<td><strong>Organization</strong></td>
<td>Organizes overall essay into logical sections.</td>
<td>Organizes overall essay into logical sections, although some sections are poorly ordered.</td>
<td>Overall essay is not well organized; sections are missing and/or are poorly ordered.</td>
</tr>
<tr>
<td>Arranges ideas within each section in a logical manner that supports the purpose or argument.</td>
<td>Generally arranges ideas within each section in a logical manner, although some sections are confusing.</td>
<td>Generally ideas within each section are not logically ordered, and many sections are confusing.</td>
<td></td>
</tr>
<tr>
<td>Writes without spelling, grammar or English errors from start to finish.</td>
<td>Writes with occasional spelling, grammar, and/or use of English errors.</td>
<td>Writes with many spelling, grammar, and/or use of English errors.</td>
<td></td>
</tr>
<tr>
<td><strong>Formatting</strong></td>
<td>Follows MLA formatting for citations in the text and bibliography. Sources in the bibliography are listed in alphabetical order. A majority of citations are from primary sources.</td>
<td>One of these conditions was not met.</td>
<td>More than one of these conditions was not met.</td>
</tr>
<tr>
<td></td>
<td>Follows formatting instructions including length, font, margins, and the numbering of pages.</td>
<td>One of these conditions was not present.</td>
<td>More than one of these conditions was not present.</td>
</tr>
</tbody>
</table>