

**GRAD-C1-1013: The Policy Process: Employment and Welfare**

Anke Hassel

**1. General information**

Class time	Group A: Monday, 12-14h Group B: Tuesday, 16-18h
Course Format	This course uses a “flipped classroom” format and combines 50 minutes of pre-recorded material (audio or video) with a 50-minute interactive seminar. Students will use the pre-recorded material to prepare for the seminar. The seminar is taught onsite at the Hertie School, or online via the platform Clickmeeting, depending upon your location. For those attending the online seminar, Clickmeeting allows for interactive, participatory seminar style teaching.
Instructor	Anke Hassel
Instructor's office	3.46
Instructor's e-mail	<a href="mailto:hassel@hertie-school.org">hassel@hertie-school.org</a>
Instructor's phone number	-127
Assistant	Name: Amanda Slater Email: <a href="mailto:Slater@hertie-school.org">Slater@hertie-school.org</a> Phone: +49 30 259 238 Room: 2.55
Instructor's Office Hours	Tuesday 2-4pm (office) Please contact assistant to arrange a time to meet

Link to Module Handbook [MIA](#) and [MPP](#)Link to [Study, Examination and Admission Rules](#)Instructor Information:

Anke Hassel is Professor of Public Policy at the Hertie School. From 2016 to 2019 she was the Scientific Director of the WSI at the Hans Böckler Foundation. Anke Hassel has extensive international experience and scientific expertise in the fields of the labour market, social partnership, codetermination and the comparative political economy of developed industrial nations. She was an expert in the fact-finding committee on growth, prosperity and quality of life in the German Bundestag (2012-13); the expert commission on the future of the Hans Böckler Foundation (2015-17) and chairwoman of the expert group on Workers' Voice and Good Corporate Governance in Transnational Companies in Europe (2015-2018). She has also been a member of the German Federal Government's High-Tech Forum since January 2019.

**2. Course Contents and Learning Objectives**Course contents:

This course aims to give students an introduction into public policy, policy analysis and the policy

process. Public policies are the instruments with which the state attempts to exercise control over the public domain. Policy analysis deals with choosing the best means to obtain a specified end. The policy process focuses on the capacity of political actors to decide about these instruments.

While the theme of the course is the policy process, the examples used in the course are taken from labour market and employment policies. Welfare and employment are a key concern of industrialized and industrializing political economies, both in terms of efficiency and equity. High employment levels of formal employment indicate an efficient use of human resources and skills. Formal employment is a central factor for the distribution of wealth in modern societies.

The course is divided into four parts:

1. Problem definition: Following an introduction into the main elements of the policy process, this part aims at communicating the defining characteristics of policy issues. What is a policy problem? Why and how does it emerge (or why not)? What role do ideas and policy paradigms play in their framing? What types of tools may we draw upon to solve various problems?
2. Policy Instruments: Political actors have a set of tools they can employ for problem-solving. Suitable tools depend on the nature of the policy problem as well as on the government capacity.
3. Actors and institutions: This part starts by exposing students to a focus on actors and stakeholders, including their rationales. In the subsequent sessions, the perspective will then be enlarged to include actor constellations, institutions and the broader context, within which policies are developed, shaped and implemented by the stakeholders.
4. Case presentations: The last part of the course is dedicated to the presentation and discussion of a set of policy analysis papers prepared by groups of students (see assignments). The preparation of these sessions, including the suggestion of readings, will be part of the group assignment. The last session is designed to provide a systematic comparison of the cases and hark back to the concepts and issues introduced in the first part.

#### Main learning objectives:

The first goal of the course is to understand the elements of the policy process. How are policy problems put on the agenda of decision-making? What is a policy problem? Who are the actors in the policy field and how do they interact? How do institutions influence the leverage of different groups in the policy-making process and what is the role of the broader socio-economic context? What role do ideas play in shaping problems and their suggested solutions?

The second goal of the course is to give students a perspective on the potential to 'change'. Students will learn how to analyse policy-problems in 'real world' scenarios. They will be given a case, on which they will work throughout the semester to deliberate about policy change and present solutions and strategies on how to achieve change. The course will offer a combination of real and hypothetical cases, textbook and supplementary readings. The cases should help students to become aware of the constraints and opportunities they may face as actors in the policy process.

#### Target group:

This course is for students who are interested in issues of wellbeing, employment and welfare. We will cover all concepts of the policy process with regard to the labour market.

#### Teaching style:

The themes are taught by combining lectures, a discussion of the readings, speakers, case studies and student presentations. Homework and exams are designed to enhance the students' ability to research topics in a concise and timely manner using a variety of resources, to effectively present material in written and oral formats, and to work in teams. All concepts are directly applied in the

student project.

Each session combines conceptual knowledge and practical applications. The sessions typically start with a short lecture on the concepts of the particular session, followed by a practical problem or case, which is then used to discuss the stated key concepts. The case preparation can take on different forms, such as writing a memo, answering a series of study questions or a group presentation.

Prerequisites:

None

### 3. Grading and Assignments

Case material and instructions are available via Moodle, at [moodle.hertie-school.org](https://moodle.hertie-school.org). For the case-based teaching concept to work well, it is important that students come to class prepared. Students are expected to prepare the readings and assignments scheduled for that day.

There are four formal assessment tools, which stress different abilities throughout the course:

Composition of Final Grade:

<b>Assignment 1: 2 Memos</b>	Deadlines: Session 4 Session 8	Submit via Moodle	40%
<b>Assignment 2: Policy Paper</b>	Deadline: December 18, 2020	Submit via Moodle	30%
<b>Assignment 3: Presentation of policy paper cases</b>	Deadline: PPP are due one day before presentation	Submit via Moodle	20%
<b>Participation grade</b>			10%

Assignment Details

#### Assignment 1

Memo writing is common in various organizational settings where Hertie graduates may work. In order to imitate 'real world' situations, each student hands in **two memos** of about 600 words (2 pages). They account for 40% of the final grade. The memos are to be handed in within 6 days of being assigned via Moodle. General memo writing instructions are available via Moodle.

#### Assignment 2

Throughout the course, students work on a policy paper on one of the course cases. This paper concentrates on one theme discussed in the course. Students are expected to start early in preparing the policy papers in order to get a good grasp of the policy. More so than in the 'real world', students are expected to explicitly apply policy concepts taught in this course. Students are encouraged to use office hours to discuss their policy papers.

The written reports (max. 3,000 words, about 6 pages per student) are due via Moodle by 17th December.

The cases play a crucial role in class discussions. They are continuously used for illustrating and applying the theoretical concepts found in the literature. Students write policy analysis papers in groups of 3-5, which contain a definition of a problem, an analysis of actors and actor constellations, available policy instruments, the policy path and the institutional and socio-economic context. Students prepare different components for these papers. The contributions to the paper should be developed as a group in order to make it coherent. They can be graded individually.

All papers will focus on labour market issues. Suggested topics are:

- Youth unemployment (Spain, Sweden)
- Low-paid employment and in-work poverty (Germany, UK)
- Work in the gig economy (Uber in the US, UK and Sweden, Upwork in India, Philippines)
- Informal and formal employment (Brazil, Mexico)
- Labour migration (posted workers in the EU)

Other topics can be suggested for policy analysis papers but must be approved.

Please inform me of your preference via e-mail by 21st September, either individually or as a group, indicating a first and second preference. I will try to accommodate your first choice if possible.

### **Assignment 3**

The policy papers are presented and discussed in class during Part IV. The outline of the presentation should be handed in one week before the presentation takes place.

### **Participation grade**

The participation grade is based on the assumption that students take part, not as passive consumers of knowledge, but as active participants in the exchange, production, and critique of ideas—their own ideas and the ideas of others. Therefore, students should come to class not only having read and viewed the materials assigned for that day but also prepared to discuss the readings of the day and to contribute thoughtfully to the conversation. Participation is marked by its active nature, its consistency, and its quality.

**Late submission of assignments:** For each day the assignment is turned in late, the grade will be reduced by 10% (e.g. submission two days after the deadline would result in 20% grade deduction).

**Attendance:** Students are expected to be present and prepared for every class session. Active participation during lectures and seminar discussions is essential. If unavoidable circumstances arise which prevent attendance or preparation, the instructor should be advised by email with as much advance notice as possible. Please note that students cannot miss more than two out of 12 course sessions. For further information please consult the [Examination Rules](#) §10.

**Academic Integrity:** The Hertie School is committed to the standards of good academic and ethical conduct. Any violation of these standards shall be subject to disciplinary action. Plagiarism, deceitful actions as well as free-riding in group work are not tolerated. See [Examination Rules](#) §16.

**Compensation for Disadvantages:** If a student furnishes evidence that he or she is not able to take an examination as required in whole or in part due to disability or permanent illness, the Examination Committee may upon written request approve learning accommodation(s). In this respect, the submission of adequate certificates may be required. See [Examination Rules](#) §14.

**Extenuating circumstances:** An extension can be granted due to extenuating circumstances (i.e., for reasons like illness, personal loss or hardship, or caring duties). In such cases, please contact the course instructors and the Examination Office *in advance* of the deadline.

#### 4. General Readings

Bekkes, Victor, M. Fenger and Peter Scholten (2017) *Public Policy in Action*. Cheltenham. Edgar Elgar. **(Available in the Hertie School Library. Shelfmark: I.02.11\_166)**

Howlett, Michael, M. Ramesh and Anthony Perl (2009). *Studying Public Policy. Policy Cycles and Policy Subsystems*, Third Edition. Oxford: Oxford University Press. **(Available in the Hertie School Library. Shelfmark: I.02.11\_45+3 (2009))**

OECD (2018), Good Jobs for All in a Changing World of Work. The OECD Jobs Strategy. Published on December 04, 2018.

<https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm>

Further material will be made available via Moodle. Please consult the following papers (also on Moodle) as a starting point:

Anke Hassel (2009): How to write a policy paper.

Anke Hassel/Sonja Wälti (2006): How to write a memo

#### 5. Videos

Thank you for Smoking (2006)

Fog of War (2005)

#### 6. Session Overview

Session	Session Date	Session Title
1	07/08.09.2020	Policy analysis and the policy process
2	14/15.09.2020	Agenda setting and problem definition
3	21/22.09.2020	The OECD jobs strategy
4	28/29.09.2020	Policy instruments
5	05/06.10.2020	Policy implementation & evaluation
6	12/13.10.2020	Actors and stakeholders
<b>Mid-term Exam Week: 19–23 October 2020 no class</b>		
7	26/27.10.2020	Path dependence
8	02/03.11.2020	Institutional constraints and decision-making
9	09/10.11.2020	Socio-economic context
10	16/17.11.2020	Case Presentations
11	23/24.11.2020	Case Presentations

12	30.11/01.1 2.2020	How to do public policy
Final Exam Week: 14.12 – 18.12.2020 no class		

## 7. Course Sessions and Readings

All readings will be accessible on the Moodle course site before semester start. In the case that there is a change in readings, students will be notified by email.

Required readings are to be read and analysed thoroughly. Optional readings are intended to broaden your knowledge in the respective area and it is highly recommended to skim them at least.

Session 1: The policy process and policy cycle	
<b>Learning Objective</b>	Introduction to the policy process and policy cycle
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Key concepts of the policy process</li> <li>b. Interview with Secretary of State Wolfgang Schmidt, German Ministry of Finance</li> </ul>
<b>Required Readings</b>	<p>Hassel, Anke and Kai Wegrich (forthcoming). <i>How to do Public Policy</i>, chapters 1 and 2.</p> <p>Bekkes, Victor, Menno Fenger and Peter Scholten (2017). Politics and Policies in a Changing World. In: <i>Public Policy in Action</i>. Cheltenham: Edgar Elgar, chapter 1</p>
<b>Optional Readings</b>	Jann, W. And K. Wegrich (2006). Theories of the Policy Cycle. In: Frank Fischer, Gerald Miller and Mara Sidney (eds.): <i>Handbook of Public Policy Analysis: Theory Politics, and Methods</i> . Boca Raton: CRC Press, pp. 43-62.

Session 2: Agenda setting and problem definition	
<b>Learning Objective</b>	Agenda setting, opportunity/policy window, policy entrepreneurs, framing Memo 1 will be handed out
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Agenda setting</li> <li>b. Interview with Hae-Lin Choi, Political Director, Communications Workers of America</li> </ul>
<b>Required Readings</b>	<p>Bekkes, Victor, Menno Fenger and Peter Scholten (2017). Policy Problems and Agenda Setting. In: <i>Public Policy in Action</i>. Cheltenham: Edgar Elgar, chapter 3</p> <p>Hassel, A. and K. Wegrich (forthcoming). <i>How to do Public Policy</i>,</p>

	chapter 3.
<b>Optional Readings</b>	<p>Baumgartner, Frank R. and Bryan D. Jones (1993). <i>Agendas and Instability in American Politics</i>. Chicago: The University of Chicago, chapters 1 &amp; 2, pp. 3-38.</p> <p>Sabatier, Paul A. (1999). The need for better theories. In: Paul A. Sabatier (ed.): <i>Theories of the Policy Process</i>. Boulder: Westview Press, pp. 3-19.</p>

### Session 3: The OECD Jobs Study

<b>Pre-recorded lecture</b>	Alexander Hijzen, Senior economist at the Directorate for Employment, Labour and Social Affairs of the Organisation for Economic Co-Operation and Development (OECD)
<b>Required Readings</b>	<p>OECD (2018), Good Jobs for All in a Changing World of Work. The OECD Jobs Strategy. Published on December 04, 2018, chapters 1-3.</p> <p><a href="https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm">https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm</a></p>

### Session 4: Policy instruments

<b>Learning Objective</b>	Policy toolbox, public and private goods, regulation and public services Memo 1 due
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Policy tool box</li> <li>b. AI based policy instruments (10 min interview with Slava Jankin, Hertie School)</li> <li>c. Design thinking (10 min interview Sabine Junginger, Policy Matters)</li> <li>d. The role of behavioural economics and policy design (10 min interview with Christian Traxler, Hertie School)</li> </ul>
<b>Required Readings</b>	<p>Hassel, A. and K. Wegrich (forthcoming). <i>How to do Public Policy</i>, chapter 4.</p> <p>OECD (2018), Good Jobs for All in a Changing World of Work. The OECD Jobs Strategy. Published on December 04, 2018, chapter 4</p> <p><a href="https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm">https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm</a></p>



<b>Optional Readings</b>	<p>Howlett, Michael, M. Ramesh and Anthony Perl (2009). <i>Studying Public Policy. Policy Cycles and Policy Subsystems</i>, Third Edition. Oxford: Oxford University Press, chapters 5 &amp; 6.</p> <p>Heinelt, Hubert (2007). Do Policies Determine Politics? In: Frank Fischer, Gerald Miller and Mara Sidney (eds.), <i>Handbook of Public Policy Analysis. Theory, Politics, and Methods</i>. Boca Raton: CRC Press, pp. 109-119.</p>
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<b>Session 5: Policy implementation &amp; evaluation</b>	
<b>Learning Objective</b>	Vertical and horizontal implementation, evaluation, evidence-based policy making
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Implementation and Evaluation</li> <li>b. Interview with Kai Wegrich, Hertie School</li> </ul>
<b>Required Readings</b>	<p>Hassel, A. and K. Wegrich (forthcoming). <i>How to do Public Policy</i>, chapter 6.</p> <p>OECD (2018), Good Jobs for All in a Changing World of Work. The OECD Jobs Strategy. Published on December 04, 2018, chapter 4  <a href="https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm">https://www.oecd.org/employment/jobs-strategy/good-jobs-for-all-in-a-changing-world-of-work-9789264308817-en.htm</a></p>
<b>Optional Readings</b>	Howlett, Michael, M. Ramesh and Anthony Perl (2009). <i>Studying Public Policy. Policy Cycles and Policy Subsystems</i> , Third Edition. Oxford: Oxford University Press, chapters 7 & 8.

<b>Session 6: Actors and stakeholders</b>	
<b>Learning Objective</b>	<p>Corporate, collective and individual actors, collective action, encompassing actors, leadership and policy brokers</p> <p>Memo 2 will be handed out</p>
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. How to deal with stakeholders</li> <li>b. Interview with Julia Borggräfe, Division Head, German Ministry of Labour and Social Affairs</li> <li>c. Interview with Juanita Olaya Garcia, Impact Tools</li> </ul>
<b>Required Readings</b>	<p>Hassel, A. and K. Wegrich (forthcoming). <i>How to do Public Policy</i>, chapter 5.</p> <p>Ackermann, Fran and Colin Eden (2011). Strategic Management of Stakeholders: Theory and Practice. <i>Long Range Planning</i> 44 (3), pp. 179- 196</p>
<b>Optional Readings</b>	Scharpf, Fritz (1997). <i>Games Real Actors Play</i> , Westview Press: Bolder Colorado, chapters 2 & 3

**Mid-term Exam Week: 19. - 23.10.2020 – no class**

Session 7: Path dependence	
<b>Learning Objective</b>	Path dependence, policy learning, policy-feedback, change agents
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Path dependence</li> <li>b. Interview Casey Kelso, former Advocacy Director, Transparency International and International Crisis Group</li> </ul>
<b>Required Readings</b>	<p>Pierson, Paul (2000). Increasing Returns, Path Dependence, and the Study of Politics. <i>American Political Science Review</i> 94(2), pp. 251-267</p> <p>Mahoney, James and Kathleen Thelen (2010). A Theory of Gradual Institutional Change. In: J. Mahoney &amp; K. Thelen (eds.): <i>Explaining Institutional Change: Ambiguity, Agency, and Power</i>. New York: Cambridge University Press, pp. 1-37.</p>

Session 8: Institutional constraints and decision-making	
<b>Learning Objective</b>	Political Institutions, Veto points and veto players, federalism Memo 2 due
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Political institutions</li> <li>b. Interview with Ellen Immergut, European University Institute</li> </ul>
<b>Required Readings</b>	<p>Immergut, Ellen M. (2006). Institutional Constraints on Policy. In: Michel Moran, Martin Rein and Robert E. Goodin (eds.): <i>The Oxford Handbook of Public Policy</i>. Oxford: Oxford University Press, pp. 557-71.</p> <p>Iversen, Torben and David Soskice (2006). Electoral Institutions, Parties and the Politics of Class: Why Some Democracies Redistribute More than Others, <i>American Political Science Review</i> 100(2).</p>

Session 9: Socio-economic context	
<b>Learning Objective</b>	Varieties of capitalism, globalization, economic constraints
<b>Required Readings</b>	Hall, Peter and David Soskice (2001). <i>Varieties of Capitalism</i> . Oxford: Oxford University Press, introduction, pp. 1-70.
<b>Pre-recorded lectures</b>	<ul style="list-style-type: none"> <li>a. Socio-economic institutions</li> <li>b. Interview with Renate Hornung-Draus, Managing Director and Head of the Department of European Union Affairs and International Social Policy at the Bundesvereinigung der Deutschen Arbeitgeberverbände (BDA).</li> </ul>

<b>Optional Readings</b>	Estévez-Abe, Margarita, Torben Iversen and David Soskice (2001). Social Protection and the Formation of Skills: A Reinterpretation of the Welfare State. In: Peter A. Hall and David Soskice (eds.): <i>Varieties of Capitalism: The Institutional Foundations of Comparative Advantage</i> . Oxford, NY: Oxford University Press, pp. 145-83
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#### **Session 10: Case presentations**

#### **Session 11: Case presentations**

#### **Session 12: How to do public policy**

<b>Learning Objective</b>	How to do public policy; exercises
<b>Required Readings</b>	-

**Final Exam Week: 14. - 18.12.2020 – no class**