politics of such decisions. Because members of Congress were usually un-willing to support base closings in their own districts, the decision process that was adopted in 1989 constrained the ability of members to vote on sep-arate base-closing decisions. Rather, the process established adoption rules that required members to vote on DoD's recommendations as an entire package. The base-closing analytical process involved the establishment of what DoD defined as a "metric or a family of metrics. Each metric is a ratio that expresses an indicator of capacity (maneuver base acres, facility square feet, etc.) with a relevant measure of US-based force structure (maneuver brigades, personnel spaces assigned, etc.) in 1989."[27] Separate metrics were established for each of the three branches of the armed services. For exam-ple, the methodology adopted for the US Army included eight categories: administration; depots; industrial; major training areas—US Army Reserves; major training areas—active; maneuvers; schools; and test and evaluation and laboratories. The model that was established for the analysis had much in common with a classic cost-benefit analysis; however, the criteria that were calculated in the analysis were both more detailed and more explicit.[28]

Analytic Techniques for Complex Political Issues

The traditional rational analytic approaches are often difficult to apply to pol-icy problems where there are multiple actors, conflicting views, and limited formal information sources. Several techniques have been used in this type of situation to provide an analyst with systematic but qualitative approaches to think about a policy problem. Two such techniques are described here: policy mapping and criteria analysis.

Policy Mapping

Policy mapping is a process that has been used to define the context, actors, and relationships that allow the analyst to both understand the problem and develop ways to address it. It is a technique that is appropriately used rel-atively early in the policy analysis process that provides the analyst with a way to define multiple perspectives involved in the issue. It is a way of op-erationalizing a systems analysis approach of both taking apart a system and putting it back together. One of the earliest expressions of such a map was developed by Donald Schon in 1970.[29] Schon devised a map of what he called

the "blindness system"—the interrelated network of people, organizations, rules, and activities that make up a complex of fragmented and disorganized institutions.

During the past several decades, variations on this theme have been devised and the concept of "mapping" is now found both in domestic policy analysis in the United States and in locations in other parts of the world. It is a way to acknowledge that public policy issues rarely involve only government actors; the process includes not only the clients of a program but also various nongovernmental actors. In this sense, it is a way for a policy analyst to try to make sense of the fluid networks that are operative today.
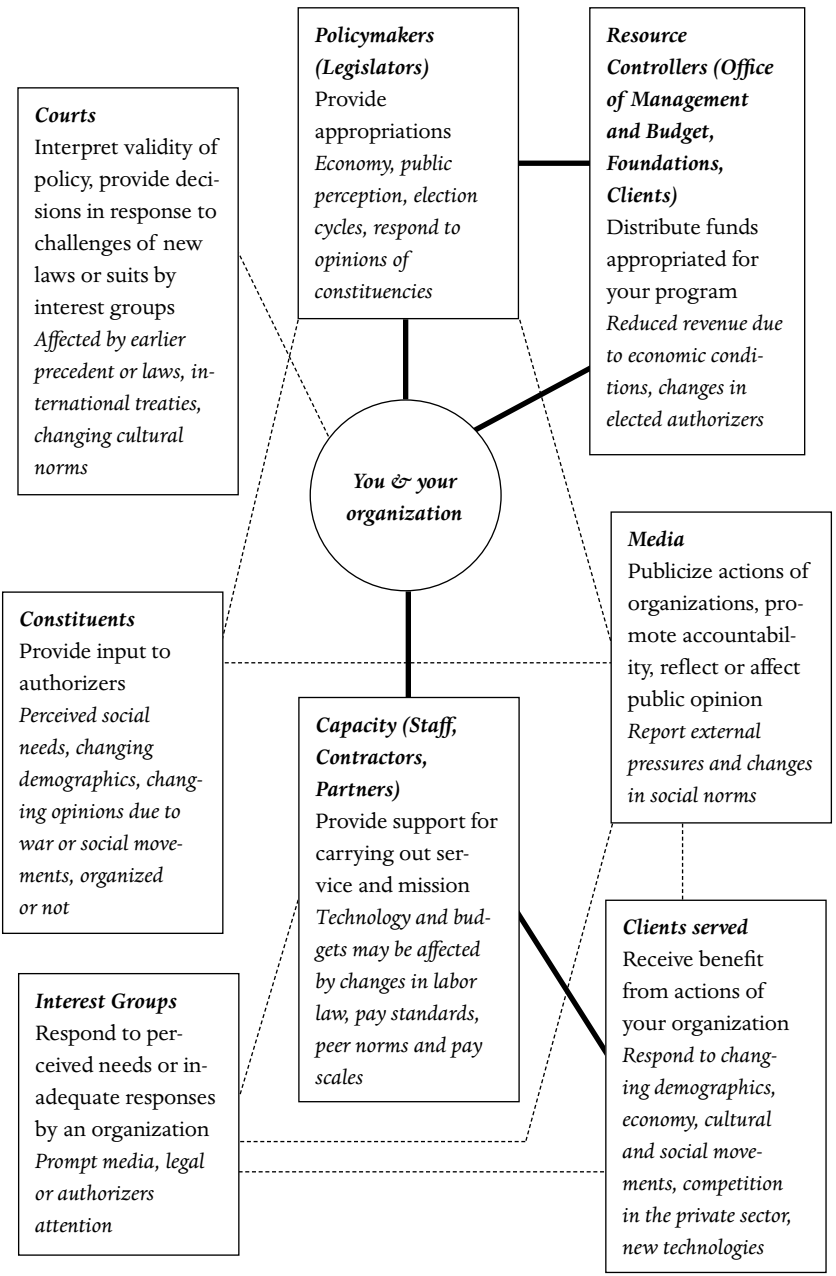
Patrick Dobel and Angela Day developed what they call "A Note on Mapping: Understanding Who Can Influence Your Success," a teaching resource issued by the Electronic Hallway of the Evans School of Public Affairs at the University of Washington.[30] They described their approach as follows:

> To achieve personal and managerial goals, you need a mind's eye map of the political environment in which you are operating. Political environments are characterized by complex and interconnected centers of power and authority, which convey resources and support for your organization, as well as opposition to your mission and organization. Operating within these complexities requires constant attention to a dynamic authorizing environment in order to maintain the viability of your organization. Mapping can become the tool by which you identify the important factors and forces within your environment that may help or hinder the achievement of your mission. A map possesses the advantage of a quick visual reference that can convey a lot of information quickly. There is no single best way to map an organizational environment, but the most effective maps are constructed with a given issue or scenario in mind.[31]

Further, they note that a well-constructed map places actors in the context of their pressures, interests, and relationships; permits the actors to understand the political and institutional interdependencies of their organization and mission; precedes strategic action and evolves as the actors encounter new and different scenarios; and reminds the actors to focus on building the human and institutional relationships that sustain organizational competence and generate the authority needed to convert good ideas and intent into effective strategic action.

Although Dobel and Day acknowledge that maps will take many different forms, they do provide a sample map that can become a point of departure for an analyst. Thus, figure 6.1 includes actors that are policymakers / legislators, resource controllers, media, clients served, staff and contractors, interest groups, constituents, and courts.

Figure 6.1   Map of the Political Environment

Courts
Interpret validity of policy, provide decisions in response to challenges of new laws or suits by interest groups
Affected by earlier precedent or laws, international treaties, changing cultural norms

Policymakers (Legislators)
Provide appropriations
Economy, public perception, election cycles, respond to opinions of constituencies

Resource Controllers (Office of Management and Budget, Foundations, Clients)
Distribute funds appropriated for your program
Reduced revenue due to economic conditions, changes in elected authorizers

You & your organization

Media
Publicize actions of organizations, promote accountability, reflect or affect public opinion
Report external pressures and changes in social norms

Constituents
Provide input to authorizers
Perceived social needs, changing demographics, changing opinions due to war or social movements, organized or not

Capacity (Staff, Contractors, Partners)
Provide support for carrying out service and mission
Technology and budgets may be affected by changes in labor law, pay standards, peer norms and pay scales

Clients served
Receive benefit from actions of your organization
Respond to changing demographics, economy, cultural and social movements, competition in the private sector, new technologies

Interest Groups
Respond to perceived needs or inadequate responses by an organization
Prompt media, legal or authorizers attention

Source: J. Patrick Dobel and Angela Day, "A Note on Mapping: Understanding Who Can Influence Your Success," The Electronic Hallway, Evans School of Public Affairs, University of Washington, Seattle, 2005. Reprinted by permission.