counties where apple orchards abound (*Wall Street Journal*, December 1, 1977).

Edward J. Moody . . . argues persuasively that worship of Satan has the effect of normalizing abnormal people. Thus, to "keep secret" from ordinary people their satanic power and existence, such persons are urged to behave as straight as possible. The effect, of course, is more effective social relations—the goal for which Satan's name has been invoked in the first place! (P. E. Hammond, "Review of Religious Movements in Contemporary America," *Science*, May 2, 1975, p. 442).

Residents of San Francisco's North Beach areas must now pay $10 for the privilege of parking in their own neighborhood. A residential parking plan was recently implemented to prevent commuters from using the area as a daytime parking lot. But according to a story in the *San Francisco Bay Guardian* (March 14, 1978), the plan has in no way improved the residential parking situation. Numbers of commuters from outlying districts of the city have simply been changing their car registrations to North Beach addresses. A North Beach resident—now $10 poorer—still spends a lot of time driving around the block.

Choose one of these problems and write a short essay on how classification analysis, hierarchy analysis, and synectics might be used to structure this problem.

7. Construct a scenario on the state of one of the following problem situations in the year 2030:
   - Availability of public mass transit
   - Arms control and national security
   - Crime prevention and public safety
   - Quality of public education
   - State of the world's ecological system
8. Select two editorials on a current issue of public policy from two newspapers (e.g., *New York Times, Washington Post, The Economist, Le Monde*) or news magazine (e.g., *Newsweek, The New Republic, National Review*). After reading the editorial:
   a. Use the procedures for argumentation analysis (Chapter 8) to display contending positions and underlying assumptions.
   b. Rate the assumptions and plot them according to their plausibility and importance (Figure 3.16).
   c. Which arguments are the most plausible?

DEMONSTRATION EXERCISE

1. Choose a policy issue area such as crime control, national security, environmental protection, or economic development. Use the procedures for stakeholder analysis presented in Procedural Guide 3 to generate a list of stakeholders who affect or are affected by problems in the issue area you have chosen for analysis.
   After generating the list, create a cumulative frequency distribution. Place stakeholders on the horizontal axis, numbering them from 1 . . . *n*. On the vertical axis, place the number of new (nonduplicate) ideas generated by each stakeholder (the ideas can be objectives, alternatives, outcomes, causes, etc.). Connect the total new ideas of each stakeholder with a line graph.
   - Does the line graph flatten out?
   - If so, after how many stakeholders?
   - What conclusions can you draw about the policy problem(s) in the issue area?

   Compare your work with Case Study 3.1 at the end of the chapter.
2. After reading Case 3.1, write an essay in which you compare and contrast the process of boundary analysis and estimation in mining and transportation. In your comparison, address these questions:
   - What are the key differences in data collection, represented by the process of group interviewing and content analysis?
   - Why do the cumulative frequency graphs flatten out the way they do?
   - Evaluate the statement: "Boundary analysis is a reliable way to estimate the 'universe of problem formulations' in a given policy issue area."

BOX 3.0—CONDUCTING A STAKEHOLDER ANALYSIS

Definition

A stakeholder is a person who speaks for or represents a group that is affected by or affects a policy. Stakeholders include the president of a legislative assembly or parliament, a chairperson of a legislative committee, or an executive director or members of an organized interest or advocacy group such as the National Rifle Association, the Sierra Club, or Human Rights Watch. Policy analysts and their employers are stakeholders, as are clients who commission a policy analysis. Persons or groups who do not have a stake in a policy (e.g., an uninvolved college professor) are *not* stakeholders.

Assumptions

- Stakeholders are best identified by policy issue area. A policy issue area is a domain in which stakeholders disagree or quarrel about policies. Housing, welfare, education, and international security are policy issue areas.
- Stakeholders have specific names and titles—for example, State Senator Xanadi; Mr. Young, chairperson of the House Finance Committee; or Ms. Ziegler, a spokesperson for the National Organization of Women (NOW).
- A sociometric or "snowball" sample such as that described next is an effective way to estimate the "population" of stakeholders.

STEP 1: Using Google or a reference book such as *The Encyclopedia of Associations*, identify and list about ten stakeholders who have taken a public position on a policy. Make the initial list as heterogeneous as possible by sampling opponents as well as supporters.

STEP 2: For each stakeholder, obtain a policy document (e.g., a report, news article, e-mail, or telephone interview) that describes the position of each stakeholder.

STEP 3: Beginning with the first statement of the first stakeholder, list other stakeholders mentioned as opponents or proponents of the policy.

STEP 4: For each remaining statement, list the new stakeholders mentioned. Do not repeat.

STEP 5: Draw a graph that displays statements 1, 2, . . . *n* on the horizontal axis. On the vertical axis, display the cumulative frequency of new stakeholders mentioned in the statements. The graph will gradually flatten out, with no new stakeholders mentioned. If this does not occur before reaching the last stakeholder on the initial list, repeat steps 2 to 4. Add to the graph the new statements and the new stakeholders.

STEP 6: Add to the estimate stakeholders who should be included because of their formal positions (organization charts show such positions) or because they are involved in one or more policy-making activities: agenda setting, policy formulation, policy adoption, policy implementation, policy evaluation, and policy adaptation, succession or termination.

Retain the full list for further analysis. You now have an estimate of the "population" of key stakeholders who are affected by and affect the policy, along with a description of their positions on an issue. This is a good basis for structuring the problem. ■