SW 671 - Social Policy Development and Enactment

F2013          Th 9-12
Instructor: John Tropman      Classroom: TBA

Course Description

This course will review the overall design or human service systems, how to plan for and design such systems, how to develop the legislative mandates and regulations that operationalize these designs, and how to facilitate their formal enactment. Students will learn both the analytic and interactional skills associated with the development and enactment of policies that give specification to human service systems.

Course Content

Human service systems include a variety of separate programs, driven by differing policy (legislative and other) mandates. These programs involve extremely complicated implementation procedures and processes. This course will present the beginning level skills associated with the policy design and implementation of complex human service systems. “System design” involves networks of services, agencies, and clients. Therefore, this course will move beyond the individual agency and the single program and in the direction of complex multi-program and multi-service systems. Since one important “stock-in-trade” of policy professionals engaged in most design and enactment tasks is the written policy document, this course will place a heavy emphasis on the skills associated with the preparation of documents, such as memos, briefing papers, policy specification papers, legislative drafts, and program regulations and guidelines. Another important “stock in trade is “the meeting” and hence, emphasis will be placed on meting skills as well. Special emphasis will be placed on systems that serve special populations.

Course topics may include areas such as the following:
1. policy concepts and terms;
2. cycles for developing policies;
3. diagnosing policy environments (e.g. bureaucratic, fiscal, legislative, community)
4. advocacy roles (e.g. political, scientific, and ideological);
5. professional standards and ethics that impact on the selection of advocacy roles;
6. analyzing complex systems (e.g. issue identification and option generation);
7. preparing and enhancing utilization of policy documents;
8. use of quantitative and qualitative data in policy documents;
9. developing policy (e.g. drafting legislation, writing guidelines and administrative regulations, and developing feedback mechanisms);
10. selling policy (e.g. “issue selling, lobbying, testifying, and building coalitions of support).
Course Objectives

Upon completion of this course, students will be able to:
1. Apply beginning level skills in the use of the major analytic tools most commonly used to assess and evaluate complex (policy) systems of human and social services.
2. Apply beginning level skills in the use of interactional tools and techniques for facilitating group process and decision making.
3. Design a procedure for reviewing and assessing a social service (policy) system that encompasses a wide variety of separately mandated programs.
4. Develop and evaluate a reasonable set of options (and policy recommendations) for changing a particular service system.
5. Design and implement (or discuss implementation for) a preliminary political strategy for facilitating enactment of the preferred option.
6. Organize and prepare different types of policy documents or policy recommendations.
7. Discuss typical ethical concerns related to social policy development and enactment.

Relationship of the Course to Four Curricular Themes

1. *Behavioral and Social Science Research* is a foundational element that suffuses every aspect of the course. All policy analysis and implementation begins with an assessment of “where we are.” New policy will be addressed through review of studies and academic literature on, for example, the changing demographics that affect demand for services, and comparative legal and administrative policies and services and their impacts on families. Finally, program evaluations that can inform child and family welfare policies and service delivery are discussed.

2. *Multiculturalism and Diversity* will be addressed through, for example, discussion of the client populations served by the service systems discussed in the course; the design of programs so that they will be responsive to the special cultural and ethnic circumstances of their clients; and the special child and family policies related to issues of ethnicity (e.g., the Indian Child Welfare Act, and international and transracial adoption).

3. *Social Justice and Social Change* will be addressed by considering the differential impact of policies and programs on the poor and minorities.

4. *Promotion, Prevention, Treatment and Rehabilitation* will be addressed by examining the continuum of care present in the programs and services provided to children, youth, and families. Thus, neighborhood based or community-based programs will be contrasted with approaches that target families at risk or services recommended for families once they are referred to protective services, services that are court-ordered, or other services that are available only once the state has intervened into the life of families.

Relationship of the Course to Social Work Ethics and Values

This course covers the complexities of ethical dilemmas as they relate to social policy development and enactment strategies and the ways in which the NASW Code of Ethics may be used to guide and resolve value and ethical issues. In particular, the course will review the ethics and values related to confidentiality, self-determination, respect for cultural and religious differences, and social justice. The course includes
consideration of the social worker's responsibility to promote the general welfare of society (e.g., the prevention and elimination of discrimination, equal access to resources, services, and opportunities, and advocacy for changes in policy) commonly confronted in social policy development and enactment.

PODS

Suffuse a focus on Privilege, Oppression, Discrimination, and Social Justice throughout the course.

Course Focus

The focus of the course is several policy roles

- The Analyst as we approach it seeks to create intellectual clarity and options availability and alternatives.
- The Advocate "sells" particular policy perspectives from some position/organization.
  - Also known as the policy entrepreneur
- The Manager works for a Policy Maker (legislative or executive) and seeks to keep solutions moving, groups in touch, engages in constant clarification and redrafting.
- The Policy Evaluator – assessing policy impact (before or after)
- The Policy Bystander – those observing and potentially influencing policy activity

Class Requirements

Class Participation:

Student attendance is a part of class participation... Your participation grade will be based upon class attendance, bringing an article from a current newspaper or newsmagazine (see the following paragraph) as expected, and participation in classroom discussion and projects. “Showing up” is just the beginning of “class participation.”

As a part of your student participation, you are expected to bring to class an article from a newspaper (e.g., The New York Times. WSJ), or a news magazine (e.g. The Economist) which relates or a trade paper (for us, the Chronicle of Philanthropy) to policy issues.

Suggested Articles

Harvard Business Review Cases (select 2 or 3)

Buchanan/O"Connell, “A Brief History of Decision Making”(R0601b)
Morse, “Decisions and Desire” (R0601c)
Rogers/Blenko, “Who Has the D” (On Point, 3021)
Pfeffer/Sutton, “Evidence Based Management” (On Point 298x))
Mankins/Steele, “Stop Making Plans; Start Making Decisions” (On Point 2971)
Bazerman/Chugh “‘Decisions Without Blinders” (On Point 2998)
Charan “Conquering a Culture of Indecision” (R0601j)
Especially Recommended Readings:

Rossi, Alice, Ed, *Caring and Doing for Others: Social Responsibility in the Domains of Family, Work, and Community*

Patricia Kennett, *A Handbook of Comparative Social Policy*

Recommended:


Journals:

*Administration in Social Work*  
*Affilia*  
*American Behavioral Scientist*  
*American Journal of Political Science*  
*Child Welfare*  
*Chronicle of Philanthropy*  
*Families in Society*  
*Harvard Business Review*  
*Journal of Applied Social Sciences*  
*Journal of Policy Analysis and Management*  
*Journal of Sociology and Social Welfare*  

*Nonprofit Management and Leadership Quarterly*  
*Policy Sciences*  
*Political Science Quarterly*  
*Politics and Society*  
*Policy Studies Journal*  
*Public Welfare*  
*Social Policy*  
*Social Problems*  
*Social Security Bulletin*  
*Social Service Review*  
*Social Work*
4. Written Assignments:

All written assignments need to have your name, and sources and (print and electronic).

There are 5 Required assignment areas and 1 Optional

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<tr>
<th>ASSIGNMENT</th>
<th>COMMENT</th>
<th>POINTS</th>
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<tr>
<td>4.1 Policy Memos –</td>
<td>5 are required; I will count the top 3. 10 pts each</td>
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<td>4.2 Book Review</td>
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<td>4.3 Policy Analysis</td>
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<td>4.4 Policy Presentation</td>
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<td>4.5 Class Participation</td>
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<td>4.6 Optional Book Review</td>
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4.1 Memo Assignments

For some of these assignments, I would like you to imagine one of two roles. (you can change back and forth.)

First, that you are a policy intern/assistant who is working for the Forbes Fun, a "think and do" tank located in Pittsburgh, PA.

http://forbesfunds.org/

It does policy analysis, development and implementation for Pittsburgh and the nation. Its mission is to provide analysis and strategic/tactical suggestions around matters of policy to both the nonprofit, but also the public and corporate sector in matters of public and social policy. It is, specifically, a “cross boundary” organization. Many kinds of requests come to the Institute. EJTI believes that it is necessary to respond to many of these because it is a way to build credibility and "clout", assisting in getting the recommendations implemented. Your mission is to suggest what kinds of actions the FF should undertake with respect to issues that come before it. REMEMBER THAT IT IS NOT AS IMPORTANT WHETHER YOU AGREE OR DISAGREE. RATHER THE ISSUE IS WHAT, IF ANYTHING, THE FF SHOULD DO (NOTHING, A CONFERENCE, PROVIDE SUPPORT, PROVIDE OPPOSITION, ETC.

Or

You are a policy advisor to the Dean of the University of Michigan School of Social Work. The issue here is how the school should react to the issues at hand, in terms of research, teaching, and service.

Following are some of the issues that your boss there has asked you to prepare a two page briefing memo highlighting policy issues, policy pitfalls, possible policy process, and your own recommendations.
for immediate and longer term next steps for EJTI on for him and his top team. Relevant ones will mention "EJTI has been asked to comment." Or ask "What would you advise the Dean?"

Use Memo Format. (From, To, Re.) Place sources on an extra page. Pay attention to format as well as content. Remember, policy documents, of which this work is one kind, need to be intellectually and visually appealing. Hence, avoid the standard academic no break type of text. Complete 5 memos @10 pts each. I will count the top three.

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<tr>
<th>DATE</th>
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<th>SESSION</th>
<th>Assignments</th>
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| 9/5  | 1 | Policy Knowledge: Perspectives on Policy Management  
Policy Analysis, Policy Advocacy/Policy Management  
“Policy and “Administration”  
No Policy is Neutral, or Fair” or “Right” | The Grade Tax  
A Professor at CMU proposed “taxing” grades of high achieving students in order to collect "points" which he can use to award points to those who need them.  
For discussion only |
| 9/12 | 2 | Policy Knowledge: Understanding Values and Policy; Health of Human Services Workforce Discussion | Memo Due: Read “The Health of the Human Services Workforce” (#5) Prepare a 2-3 pp evaluation of the work, including strong and weak points, as well as your own conclusion. (This document is on Ctools) This is required, but does not count, though I will give you a grade as if I were grading it.  
OR  
Review the WSJ article on “Entitlements” and come to a conclusion about where EJTI should be on this issue.  
http://online.wsj.com/article/SB10000872396390444914904577619671931313542.html  
Note that there are two positions papers; you |

1 Memo Writing – look up memo writing on Google  
   • You might also find the following site useful:  
     ○ It is an NPR feature called: This I believe, where people have to compress their deepest value into 500 words. Take a skim; it is interesting and we will refer to it in the values section as well. Here it is for writing tips.  
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<tr>
<th>Date</th>
<th>Policy Knowledge</th>
<th>Memo Due</th>
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| 9/19  | **Policy Knowledge**: Understanding Stages, Levels, Contexts and Settings for Policy Management, Machinery, Policy Committees  

**Parents License Discussion**  
**Entitlements Discussion**  
**Dr. Kristi Jenkins on Health Policy** |

- Increasing numbers of people in the Pittsburgh area believe that in Pittsburgh, and nationwide, adolescent pregnancy is a social problem of important and underserved proportions. A Citizens group "Preparation for Parenthood" is proposing that Pittsburgh enact a "parent's license." Arguing that being a parent is as important as driving a car, they propose that we set similar restrictions on parenthood that we do for driving – minimum age, patent training classes, and parent insurance. They point to articles and books which have surfaced this idea. Others feel is disgusting. "What are you going to do," they ask, "take kids away from young moms?" We take kids away already for state sponsored reasons they argue. EJTI has been asked to comment.  

**Prepare Project Memo**  
**Due 9/26** |
| 9/26  | **Policy Competency**: Managing A Policy Meeting  

**Group Memo Discussion**  
**Crummy Community Meeting Discussion** |

- Project Memo Due and the following. You have been asked to be a member of a community wide task force on homelessness. It meets for three hours weekly. However very little seems to be happening, the meetings drift into a range of related and unrelated subjects, and, really, nothing is accomplished. You tell your boss that it is a complete was of time. She says that we “need to have a presence” there. In talking
with others in the office you find that this has been going on for a while, that no one really wants attend this “dog”, and that usually the youngest person on the block gets to do it. You ask for time to discuss it again, and send a note about some options.

Prepare Project Memo
Due 10/3

| 10/3 | 5 | Policy Competency: Managing a Policy Decision | A huge issue has come up with respect to **child endangerment**. One is them is a San Francisco case involving a dog (#9) and the other involves fishing with bears on Bird Creek in Anchorage (#10). You are asked to prepare a position paper on this issue.

Questions about what IS Child Endangerment and how should it be treated come up.
Due 10/10 |

| 10/10 | 6 | Policy Competency: Playing the Roles of the Policy Manager Doing Policy Writing Paul Bunyan OR Restorative Justice League Discussion | Do 1 of the following 2

Policy Skills: Playing the Role of Policy Manager; Doing Policy Writing
An issue of where individual rights end and collective rights begin has arisen. In San Francisco, "New Laws Crack Down on Urban Paul Bunyans" (see article #11 and also from the NYT at the end of the CO). In Ann Arbor, two issues like this have arisen – one along the Osborn Mill Trail, and another involving "clear cutting" along Huron River Drive (see slide show #8)). How should social policy approach issue like these?

Or

The Restorative Justice League objects to the current system of criminal “justice" that pays for “criminals” to sit in cells while their victims often struggle. They want a) prisoners to pay for their own incarceration [see NYT, 8/13/04, p. A1: “Many Local Officials Now Make Inmates Pay Their Own Way] as well as contribute to their victims. EJTI has been asked for comment. (A question of oppression, Social Justice [for whom?])

Due 10/17 (Put it under my door) |
<table>
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<tr>
<th>Date</th>
<th>Day</th>
<th>Schedule</th>
<th>Notes</th>
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<tr>
<td>10/17</td>
<td>7</td>
<td>No Formal Class</td>
<td>– Work on Reports; begin drafts; complete interviews Sometime during these two weeks, observe a policy deciding body in action</td>
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<td>10/24</td>
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<td>No Formal Class</td>
<td>Due 10/31</td>
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<td>10/31</td>
<td>8</td>
<td><strong>Policy Competency:</strong> Using Ideas to Lead Policy Change in Organizations, Communities and Polities</td>
<td>Around the campus area in Pittsburgh there have been several really bad alcohol related incidents involving Pitt and CMU students. In all cases, the students have been out at bars drinking pitchers of beer with friends. The Oakland Alcohol Coalition (in consultation with Pitchers Inhibit Serious Scholarship) wants to propose that bars may not be allowed to serve beer in pitchers any more, only bottle, cans, and glasses. Bar owners are up in arms. They argue that it is their constitutional right to serve beer in pitchers. (The constitutional issue is interesting here; alcohol has been the subjects of two constitutional amendments.) Proponents argue that it encourages heavy drinking and people lose sight of how much they are actually drinking. EJTI has been asked for comment.</td>
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<td>11/7</td>
<td>9</td>
<td><strong>Policy Competency:</strong> Overcoming Resistance to Change</td>
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<td>11/14</td>
<td>10</td>
<td><strong>Policy Competency:</strong> Discovering and Managing Personal Style; Encouraging the Idea-Driven Self; Interpersonal and Intellectual Attitudes</td>
<td><strong>Encouraging the Idea-Driven Self:</strong> Your boss at EJTI asks you for a note specifying the differences between a policy advocate and policy analysts, asking as well how a balance might be achieved for the person and the organization.</td>
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<td>11/28</td>
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<td>Reports</td>
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<td>12/5</td>
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<td>Reports</td>
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**Pitcher Beer OR Policy Advocate v Analyst Discussion**
4.2 Book Review
Pick any book of policy relevance and prepare a review of it. Books reviews typically consist of a brief summary, analysis of strong and weak points, audience(s) utility, and your own personal take. 900 words. Due

4.3 Policy Issue: Interview, Analysis and Report (Group/Individual Project)
Pick a Policy Issue of interest to you or your agency but one where you can observe some discussion of the issue (say, in a board meeting) and where you can interview some of the participants about it. By session three you will need to submit a group memo about the project selection.

In session 13, a written policy analysis of the issue, and recommended policy changes and implementation strategies will be due.

4.4 Policy Issue: Presentation (Group/Individual Project)
In Sessions 12/13 be prepared to present an “abstract” of the report in PowerPoint presentation format to the class (and, perhaps, others.) Please bring copies of the PowerPoint (3 per page) for other groups. Report: 30; Presentation, 20

4.5 Class participation is worth 10 points.

5. Grading
   a. Grading criteria for all written assignments:
      All papers will be graded on the basis of:

      a) The quality of the analysis and depth of understanding of the concepts, ideas, and information presented. We will be looking for objective documentation in support of stated opinions or conclusions.
      b) The clarity of expression and organization of the paper - is there a logical order to the presentation of your thoughts.
      c) The appropriate use of references and resources, and the variety of resources referenced.
      d) The use of proper grammar and the over-all professional presentation of the paper.

   b. Grading criteria for the course:

      The student's final grade for the course will be based upon the points above.
Grades will be assigned in accordance to the following scale:

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<thead>
<tr>
<th>Points</th>
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<tr>
<td>97 - 100</td>
<td>A+</td>
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<td>94 - 96</td>
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<td>90 - 93</td>
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<td>73 - 76</td>
<td>C</td>
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<tr>
<td>70 - 72</td>
<td>C-</td>
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Grading Summary: 3memos@10=30; book review@ =10; presentation= 20; report =30 (see table as well)
Cp=10; Xtra Book Review= 5

6. **Communications with Instructor:**

Please feel free to get in touch with me – phone, email are great. As needed we can meet.

**Session 1: Policy Knowledge: Policy Knowledge: Perspectives on Policy Management**

**Readings**

Tropman, “Policy Management in the Social Agency” in Tactics, p410ff
Jansson, Ch 1,2

**Other Readings**

Session 2: Policy Knowledge: Understanding Values and Policy

Readings

Child Welfare Workforce Document

http://www.npr.org/templates/story/story.php?storyId=4538138. This is the NPR site I mentioned before which asks people to express their most fundamental value in a shore 2-pager.

Other Readings
Rossi, Ch. 1 “Contemporary Dialogue on Civil Society and Social Responsibility
Rossi, Ch.9 Themes and Variations in American Understandings of Responsibility
Rossi, Ch. 11, “Social Responsibility and Paid Work in Contemporary American Life
Tropman, American Values and Social Welfare;
Tropman, the Catholic Ethic in American Society

Session 3: Policy Knowledge: Understanding Policy Components/Policy Machinery/Policy Committees /Stages, Levels, Settings and Contexts of Policy

Readings

Other Readings
Rossi, Ch. 2 “Judgments of One’s Own Global Contributions to the Welfare of Others…”
Rossi, Ch.3. Domains and Dimensions of Social Responsibility…..
Jansson, , Chapter 4 “Policy “

Sessions 4; Policy Competencies: Managing a Policy Meeting

Tropman: Effective Meetings – Draft in Ctools
Session 5: Policy Competencies - Managing the Policy Meeting; Managing a Policy Decision

Tropman: Effective Meetings Draft in Ctools
Harvard Business Review Cases (select 2 or 3)

- Buchanan/O’Connell, “A Brief History of Decision Making” (R0601b)
- Morse, “Decisions and Desire” (R0601c)
- Rogers/Blenko, “Who Has the D” (On Point, 3021)
- Pfeffer/Sutton, “Evidence Based Management” (On Point 298x)
- Mankins/Steele, “Stop Making Plans; Start Making Decisions” (On Point 2971)
- Bazerman/Chugh ““Decisions Without Blinders” (On Point 2998)
- Charan “Conquering a Culture of Indecision” (R0601j)


Helen B. Schwartzman (1989) The Meeting: Gatherings in Organizations and Communities. New York: Plenum (An anthropologist studies the “Midwest Community Mental Health Center.”)

Session 6: Policy Competencies: Playing the Roles of Policy Manager/Policy Writing

Jansson, Chapter 7

Other Readings
Patricia Westheimer, Power Writing for Executive Women (Glenview: Scott, Foresman, 1989)

Diana Booker, Send Me a Memo (New York: Facts on File, 1984)

Myra Holcombe, Writing For Decision makers (Belmont: Lifetime Learning, 1981)

J. F. Sussams, How to Write Effective Reports (Aldershoot, Nichols, 1983)


Session 7: No Formal Class
Session 8: Policy Competencies: Using Ideas to Lead Policy Change in Organizations, Communities, Polities

Jasson, Chapter 5, 6, 7, 8
Rossi, Ch. 4 Temporal Patterns in Social Responsibility
Rossi, Ch. 5 Local Caring. Social Capital and Social Responsibility in New York’s Minority Neighborhoods
Rossi, Ch. 6 Cultural and Contextual Correlates of Obligation of Community and Family among Urban Black and Latino Adults

Tropman, Successful Community Leadership and Organization

Session 9: Policy Competencies: Overcoming Resistance to New Ideas – Creativity and Power

Jansson, Ch 9, 10

E. DeBono, Six Thinking Hats Boston, Little Brown, (1985)


Session 10: Policy Competencies – Discovering and Managing Personal Style; Encouraging the and the Idea-Driven Self; Interpersonal/Intellectual Attitudes;

Tropman, Tactics, Chapter 10, Know Yourself;
Tiegher and Barron-Tiegher, Do What You Are 3rd (check Amazon.com)
Take an MBTI

Session 11: Reports & Policy Competencies – Policy Implementation

Program Management for Dummies (check Amazon.com)

Sessions 12: Reports & Policy Competencies
New Laws Crack Down on Urban Paul Bunyans

By PATRICIA LEIGH BROWN
Published: January 30, 2006  New York Times p. a14

SAN FRANCISCO, Jan. 29 — as trees go, the pair of scraggly-looking Monterey cypresses sitting on a crest on Telegraph Hill is somewhat pitiful, even downright forlorn. But in a city where some movie stars bear wings, even ordinary trees can be transformed into a cause célèbre.

Parrots roosting on a cypress tree on Telegraph Hill in San Francisco, where a city ordinance was amended to allow the landmarking of significant trees.

The trees are a favorite feeding spot and hawk lookout point for the now-famous wild parrots of Telegraph Hill (see the movie, read the book). In recent weeks, the removal of three adjoining trees by an absentee property owner and the resulting brouhaha — including the spectacle of the parrot author Mark Bittner throwing himself in front of a chain saw — prompted San Francisco officials to amend the city's Urban Forestry Ordinance to allow significant trees to be designated landmarks, including those on private property.
The amendment, which takes effect in February, treats trees much like historic buildings. It would place San Francisco squarely in a growing movement, from suburban Washington to Los Angeles, to protect mature urban trees — and in some communities, make it a crime to chop them down.

Once a cause for genteel women’s clubs bent on beautification, the new get-tough stance on trees is largely a result of real estate. A study of three dozen cities using satellite imagery by the nonprofit group American Forests, completed two years ago, found that over the past 25 years, cities have lost up to 30 percent of their tree canopy to development.

San Francisco's tree canopy hovers at a slim 11.9 percent of the city's surface area, compared with New York's 21 percent and Washington's 28.6.

The loss of the so-called urban forest, said Deborah Gangloff, the group's executive director, is the result of sprawl, budget cuts and street widening, among other factors. The average city street tree lives 7 years compared with 60 years in a park and 150 years in a forest, the group's research shows.

"They're stuck in a concrete box, get bikes chained to them, with dogs relieving themselves and cars hitting them," Ms. Gangloff said. "They don't have room to grow because of power lines and sewer pipes. It's a hard life."

The avian drama in San Francisco follows a tree war that unfolded along the Potomac River in Montgomery County, Md. Last month, the Montgomery County planning board reached a settlement with the Washington Redskins' owner, Daniel M. Snyder, and his wife, Tanya, for clear-cutting some 130 view-obstructing dogwoods and other trees on their verdant riverfront estate.

The couple's neo-Georgian palazzo sits on land bounded by the C Chesapeake & Ohio Canal National Historic Park, which is run by the National Park Service. The county fined Mr. Snyder $37,000 for clear-cutting without a permit and ordered him to plant some 600 saplings. A spokesman for Mr. Snyder declined to comment.

Inspired by Mr. Snyder's Paul Bunyan move, the Montgomery County Council voted to triple the penalties for willfully violating the county's Forest Conservation Law and make it a criminal offense punishable by up to six months in jail.

"This problem is enormous and growing," said Howard A. Denis, a Republican Council member. "It's a quality of life issue. No one has the right to desecrate property and leave the county with a net loss of trees."

The tear-down phenomenon, in which trophy homes subsume suburban lots, has put new pressure on large "patriarch" trees, said Dave Docter, the managing arborist for Palo Alto, Calif. "Communities are scrambling to enact laws to mandate proper review," he said.
Named for a 1,000-year-old redwood, Palo Alto is a microcosm: in 1992, the demolition of a beloved Queen Anne Victorian and its surrounding oaks, planted in the 1920's on then-dirt streets, prompted an emergency oak-tree-cutting moratorium; six years later, spurred by the unprecedented demolition of older homes, the city expanded its tree ordinance to include private property.

The concerns are not just aesthetic: over the last decade, a host of studies have underscored the role of trees — especially mature ones — as "green infrastructure" that help reduce air-conditioning and energy costs, intercept storm water runoff, capture dust and other pollutants, curb the effect of greenhouse gases and increase property values. A study by the University of Washington even found that people shopped longer and more often in tree-lined retail areas and spent about 12 percent more money.

"Cities are beginning to recognize trees as capital assets just like roads, bridges and schools," said James R. Lyons, executive director of the Casey Trees Endowment Fund, a tree canopy restoration advocacy group based in Washington, and an under secretary of agriculture in the Clinton administration. "They're a significant investment that provides value to the city and residents. People don't think about them until they're gone."

A result, said Buck Abbey, an associate professor of landscape architecture at Louisiana State University, is "a kind of tree socialism" — a growing recognition "that a community's interest does not stop at the property line."

Professor Abbey has surveyed tree loss from Hurricane Katrina and written extensively on municipal tree ordinances. He said: "It's part of the recognition of community. The line between public and private property is not visible if a massive live oak is gone."

The tree wars seem likely to escalate along with stricter tree laws. In Los Angeles, for instance, the City Council is about to consider an amendment to the city's oak tree ordinance, which protects native oaks at least eight inches in diameter. The expanded ordinance would include three other species — black walnuts, California sycamores and bay laurels — and protect more trees by reducing the diameter of a landmark tree to four inches.

Most notably, violators could be charged with a misdemeanor and, in extreme cases, have their building permit withheld for up to 10 years. The ordinance, moreover, would require developers to get a permit to knock down protected trees and replace them with new trees at a ratio of at least 2 to 1.

Paula Bagasao, co-founder of Proh-LA, a group dedicated to protecting property rights on hillsides, especially vacant lots, called the ordinance "a backyard building moratorium" that would delay projects and add unnecessary costs. She finds the inclusion of black walnut trees particularly irksome.

"These nuts fall all over East L.A., sending up all this black stuff and giving birth to little walnut trees," she said. "The nuts fall on peoples' heads at parties. The walnut tree is not an endangered species."
The City of Charlotte, N.C., requires developers to preserve 10 percent of a subdivision's area in trees and also save all "heritage trees" approaching the size of those in the North Carolina state list of "champion trees." The state lost 1.2 million acres of urban forest between 1990 and 2002, nearly three-quarters of it because of urbanization, according to American Forests.

Mark Baldwin, executive vice president of the Home Builders' Association of Charlotte, said the policy "creates an inconvenience for the developer as far as density, but it certainly pays off in the price of the homes." The extra costs of "tree saves," he added, are passed on to the homeowner.

Here on Telegraph Hill, the ruckus over the parrots' cypress trees — leafy equivalents of the mansions of the stars — has underscored the somewhat precarious status of the city's trees. Despite its green, tree-hugger reputation, San Francisco, built partly on windswept sand dunes and deforested during the Gold Rush, has never been lush with trees. In contrast to New York, the majority of street trees here are not maintained or even planted by the city; it is up to individual property owners to plant trees.

The new ordinance would allow the Board of Supervisors to designate landmark trees anywhere in San Francisco, including those harboring significant wildlife. John Cowen, the property owner who cut the three cypress trees, said he felled them for safety and liability reasons.

"Everyone is freaked out about the urban canopy producing oxygen and habitat for this and that," Mr. Cowen said. "But these trees are rotten."

The skirmish between Mr. Cowen and Mr. Bittner, the author, and Judy Irving, the maker of the parrots film, became so fraught that Mayor Gavin Newsom sent his director of city greening, Marshall Foster, in as an intermediary.

Mr. Foster said that he had worked out a five-year plan to eventually replace the cypress trees with new ones, and that a community group had offered to subsidize pruning in the meantime. He conceded that the soap opera among the cypresses was a human one. "The parrots are oblivious," he said.