

**PUBL 601- FALL 2007**  
**THE POLITICAL AND SOCIAL CONTEXT OF THE POLICY PROCESS**

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Telephone: 455-2183; Office: PuP 311

Class Meets: Wednesdays 4:30 – 7:00 PM, PuP 208

*OFFICE HOURS:* Tuesday 11:00 – 12:00 noon; Wednesday 7:00-7:30 PM; Thurs. 3:00 – 4:30 PM; and by appointment.

**COURSE DESCRIPTION/OBJECTIVES:**

This is a required course for Public Policy graduate students. The purpose of this course is to introduce students to the process in which policy is made in the United States and to familiarize them with theories and models of the policymaking process. It introduces students to the policymaking system, including the institutional, structural, and political contexts of policy making. The course examines several stages of the American policymaking process, including problem definition, agenda setting, policy formulation, and policy implementation. Significant concepts relating to the political analysis of public policy will be discussed, such as the social construction of problems, political influence, group demands, political resources, and social and political feasibility.

**COURSE REQUIREMENTS:**

The five course requirements and their importance for your final grade are as follows:

A. Class Participation (includes quizzes)	15%
B. Reaction essay	5%
C. Theoretical Paper	20%
D. Mid-term Exam	30%
D. Final Exam	30%

**A. Class Participation:**

Classes are conducted seminar-style -- a combination of lectures and discussions. In-class participation is important to the learning process; accordingly, you will be graded on it. Since the quality of your comments and observations will be evaluated, it is essential that you read the assigned materials prior to class meetings. Regular attendance is expected.

Students are responsible for all information presented in class, including knowledge of the Discussion Questions/Mini Quizzes for five of the course topics which are available on the Blackboard site. These questions are not comprehensive of all of the readings for any topic, but will serve as points of departure. At the beginning of each class, I will ask one or more students to identify one or more critical points from that week's assigned readings. As such, you should come prepared to identify at least one key point in the event that you are asked to share your key point with the class.

**B. Reaction Essay**

To encourage the learning process and active participation, one to two students will prepare and distribute to the class a typed 1-2 page essay on one or more salient themes of that week's topic. This essay is not to be a summary of the readings; it is not expected to be all-inclusive. It can touch on, but is not limited to, one or more pertinent questions raised, relevant

answer(s) or future direction(s), shortcomings of one or more of the readings, etc. The essay will contribute 5% to the class grade, but can be helpful in focusing on your theoretical paper theme. A sign up sheet will be distributed the first week of class for students to choose topics and dates.

### **C. Theoretical/Analytical Paper:**

Each student will apply a theoretical perspective to a policy issue or case study. The paper should be 12-13 double-spaced typed pages (no more) and the theoretical perspective applied should be taken from the course materials. A one-page proposal, which includes the theoretical question, a brief description of the case or policy issue, and a one-page outline is due by October 3. If desired, individual conferences may be scheduled during office hours or a mutually convenient time.

Papers will be graded on application of the theoretical perspective to the policy issue, sophistication of analysis, creativity, and clarity of writing. Please read thoroughly the attached information about technical requirements and grammar/style sources useful for the completion of the paper. The paper is due December 5. Because of the need to read these papers before final exams are administered, in no case will a paper be accepted late.

### **D. Exams:**

The Mid-term Exam will be an in-class exam in essay and term identification format, with a choice among the essay questions. The Final Exam will be an in-class essay exam where likely you will answer questions in response to a short reading. Both exams will require you to address themes, theories, and concepts discussed in the readings, lectures, and class. A study sheet of review questions will be posted on Blackboard, prior to both exams, to assist in your preparation.

### **E. Academic Conduct Expectations**

All students in the Department of Public Policy and in this course are required to read and be familiar with the following:

#### ***UMBC Policies and Procedures***

- Statement of Values for Student Academic Integrity at UMBC  
<http://www.umbc.edu/provost/integrity/Honorcode.htm>
- Policy and Procedures for Student Academic Misconduct  
<http://www.umbc.edu/gradschool/procedures/misconduct.html>
- USM Board of Regents, "Policy on Faculty, Student and Institutional Rights and Responsibilities for Academic Integrity"  
[http://www.usmd.edu/regents/bylaws/SectionIII/III100.html?zoom\\_highlight=righ+ts+and+responsibilities](http://www.usmd.edu/regents/bylaws/SectionIII/III100.html?zoom_highlight=righ+ts+and+responsibilities)

Among the types of misconduct defined and discussed are: (1) fabrication, (2) falsification, (3) plagiarism, (4) cheating, (5) improprieties of authorship, and (6) facilitating academic dishonesty. You are expected to uphold all standards of academic integrity. Other helpful sources on plagiarism and citing sources include:

- A.O. Kuhn Library, "Avoid Plagiarism: Give Credit To Those Who Deserve It, Including Yourself" (<http://aok2.lib.umbc.edu/reference/plagiarism.php>)

- The Writing Center at the University of Wisconsin-Madison, “Quoting and Paraphrasing Sources”  
(<http://www.wisc.edu/writing/Handbook/QuotingSources.html>)
- The Writing Place at Northwestern University, “Avoiding Plagiarism”  
([http://www.writing.northwestern.edu/avoiding\\_plagiarism.html](http://www.writing.northwestern.edu/avoiding_plagiarism.html))
- A.O. Kuhn Library, “Citing Sources”  
(<http://aok.lib.umbc.edu/reference/BI/styleguides.php>)
- The Writing Center at the University of Wisconsin-Madison, “Citing References in Your Paper”  
(<http://www.wisc.edu/writing/Handbook/Documentation.html>)

**See me if you have any questions about academic honesty or my expectations. The standards for this course include:**

1. Taking quizzes on your own, without assistance of other people, books, class notes, or any other outside help.
2. Taking exams on the scheduled day, following the instructions given by your professor, and not using unauthorized notes or receiving assistance from others.
3. Selecting your own topic for your research paper, doing your own research, conducting your analysis, writing up the paper in your own words, proofreading, and properly citing the work of other researchers (e. g. enclosing all direct quotes in quotation marks, indicating the source of all quotes and paraphrases, including a notes section and bibliography for any source used in your papers).

### **REQUIRED TEXTS:**

1. Anderson, James. 2006. Public Policymaking 6<sup>th</sup> ed. Houghton-Mifflin.
2. Kingdon, John. 2003. Agendas, Alternatives, and Public Policies. 2<sup>nd</sup> ed. N.Y.: Longman.
3. McCool, Daniel C. 1995. Public Policy Theories, Models, and Concepts. Englewood Cliffs: Prentice Hall.
4. Pressman and Wildavsky. 1984 or latest edition. Implementation. Boston: Little, Brown (you must purchase one of the expanded editions).

There is an active PUBL 601 Blackboard course that will provide most of the course handouts, quizzes, Topic outlines, and assignments. Check the Course Documents section regularly. Readings assigned from periodicals have been placed on ELECTRONIC RESERVE (R) at Kuhn library. The password for these readings will be distributed the first class meeting. Items with a (BB) are available on Blackboard (e.g. Topic Summaries, Course Terms, Quizzes, Handouts, etc.). Any additional readings or Handouts (H) will be distributed in class or available from websites.

### **COURSE OUTLINE AND READINGS:**

August 29

#### **I. Introduction**

1. Introductions; Course Goals and Requirements; Overview of the Policy Process.
2. Randall Ripley and Grace Franklin, "Stages of the Policy Process," in McCool.
3. “The Self-Made Society,” 29 min. film (UMVID 2307).

4. (BB) Course Documents - Topic 1: What is Public Policy?
5. (BB) Course Documents - Topic 1: The Policy Studies Organization Policy Theory Report (skim)

September 5

## **II. The Contexts of Public Policymaking**

1. (R) Jan Werner and Kai Wegrich. "Theories of the Policy Cycle" in Handbook of Public Policy Analysis: Theory, Politics and Methods (2007), edited by Frank Fischer, Gerald Miller, and Mara S. Sidney.
2. Anderson, Chapter 1 - pp. 6-31 and Chapter 2 - pp. 35-57, 284-287.
3. (R) Mark Daniels, "Terminating Public Programs: Death before Reinvention," Nov. 1997, Public Administration Times
4. (R) Schuman, David, "Our Fixation on Rights Is Dysfunctional and Deranged," Chronicle of Higher Education, April 1, 1992.
5. (BB) Quizzes: Political Ideology Quiz: "World's Smallest Political Quiz".
6. (BB) External Links: The U. S. Constitution

September 12

## **III. Theoretical Approaches/Policy Typologies**

### ***Part A:***

1. McCool, Daniel, re: theory, pp. 12-21.
2. David Easton, "The Political System under Stress" in McCool.
3. Lowi, Theodore, "Four Systems of Policy, Politics, and Choice," in McCool.
4. Greenberg, George et al. "Developing Public Policy Theory," in McCool.
5. Hubert Heinelt. "Do Policies Determine Politics?" in Handbook of Public Policy Analysis: Theory, Politics and Methods (2007), edited by Frank Fischer, Gerald J. Miller and Mara S. Sidney.
6. (BB) Course Documents - Topic 3: Table Comparing Various Policy Typologies.
7. (BB) Course Documents – Topic 3: Diagram of Lowi's Typology.
8. (BB) Course Documents – Topic 3: Diagram of Wilson's Typology

September 19

### ***Part B:***

1. Steinberger, Peter, "Typologies of Public Policy: Meaning Construction and the Policy Process," in McCool.
2. Daniel McCool, "Discussion," pp. 244-248.
3. (R) Gormley, Wm. T. "Policy, Politics, and Public Utility Regulation," AJPS (Feb. 1983):86-103.
4. Mark A. Groombridge "America's Bittersweet Sugar Policy" Cato Institute Report #13.(December 2001) (<http://www.free-trade.org/node/70>) (Skim)
5. (R) Ken Silverstein "The Great American Pork Barrel" Harper's Magazine(July 2005): 31-38
6. (BB) Quizzes: Policy Typology Quiz.
7. Peruse Thomas Web Site (<http://thomas.loc.gov>).
8. Read the Sunday editions of reputable newspapers like [www.washingtonpost.com/](http://www.washingtonpost.com/), [www.nytimes.com/](http://www.nytimes.com/), or weekly publication that keeps abreast of Capital Hill (e.g. Congressional Quarterly or the National Journal) or use Thomas or a policy web-site e.g., Rand ([www.rand.org](http://www.rand.org)) or Public Agenda

([www.publicagenda.org](http://www.publicagenda.org)) as a source of exposure to policy problems that might serve as the subject of your theoretical paper.

September 26

#### **IV. Problem Definition & Agenda Setting**

##### ***Part A:***

1. Kingdon, Chs. 1 and 5.
2. Anderson, Chapter 3, pp. 80-98.
3. (R) David Rochefort and Roger Cobb, "Problem Definition, Agenda Access, and Policy Choice," Policy Studies Journal (1993) 21:56-71.
4. (R) Roger Cobb and Charles Elder, "Issue Creation and Agenda Building," Cases in Public Policy Making (1976) pp. 3-11.
5. (R) Peter May, "Reconsidering Policy Design: Policies and Publics," Journal of Public Policy (1991) 11 (2):187-206.
6. (R) Robert S. Wood, "Tobacco's Tipping Point: The Master Settlement Agreement as a Focusing Event" Policy Studies Journal (2006). 34(3): 419-436
7. (BB) Course Documents - Topic 4: Index of Economic Freedom: An Example of an Indicator (1 page overview only).
8. (BB) Course Documents - Topic 4: Summary of Agenda Setting Theorists.

October 3

##### ***Part B:***

1. (R) Stone, Deborah, "Causal Stories and Formation of Policy Agendas," PSQ (1989)104 (2):281-300.
2. (R) Nelson, Barbara, "Setting the Public Agenda: the Case of Child Abuse," in May and Wildavsky, The Policy Cycle.
3. (R) Schneider, Anne and Helen Ingram, "How the Social Construction of Target Populations Contribute to Problems in Policy Design," Policy Currents (Feb. 1993),3(1).
4. (R) Lieberman, Robert, "Social Construction (Continued)," APSR (June 1995) 89(2), pp. 437-445.
5. (BB) George Lakoff, "Metaphor, Morality, and Politics, Or, Why Conservatives Have Left Liberals in the Dust" (1995). (optional)
6. (BB) Course Documents - Topic 4: Derivation of the Public Policy Agenda.
7. (BB) Course Documents – Topic 4: Agenda Setting Mini Quiz.
8. Zachary M. Seward. "Internet Hunting has got to Stop." Wall Street Journal, August 10, 2007, pg. A1 (Handout)
9. **PAPER PROPOSALS/OUTLINE DUE**

October 10

#### **V. Interest Articulation**

1. Kingdon, Chs. 2 and 3.
2. Anderson, Chapter 2, pp. 57-75.
3. Robert Putnam, "Introduction: The Comparative Study of Political Elites," in McCool.
4. McCool, Section 5/Policy Subsystems, pp.251-54 & 272-78. (Iron triangles discussion also in Anderson, pp.68-72).
5. (R) Peter J. May, Joshua Sapotichne, and Samuel Workman "Policy Coherence and Policy Domains" The Policy Studies Journal, (2006) 34(3): 381-403 (skim)

6. (R) Hugh T. Miller and Tansu Demir. Policy Communities in Handbook of Public Policy Analysis: Theory, Politics and Methods (2007), edited by Frank Fischer, Gerald J. Miller and Mara S. Sidney.
7. (BB) Director's Update -- Advocates: Helping to Forge a Path to 2015, *NCI Cancer Bulletin*, May 24, 2005, pp. 1-2
8. (BB) Course Documents - Topic 5: AMA Patients Bill of Rights Depiction. [1 page]
9. (BB) Course Documents – Topic 5: Interest Articulation Mini Quiz.
10. (BB) Course Documents – Topic 5: Relevant Terms Pre Mid-term Exam.

October 17

### **MID-TERM EXAM**

October 24

### **VI. Policy Formulation and Decision Making Models**

#### ***Part A:***

1. Kingdon, Chapter 4.
2. Anderson, Chapter 4 - pp. 121-137, skim rest of chapter.
3. (R) Lindblom, "The Science of Muddling Through," 1959, in McCool; and
4. Lindblom, "Still Muddling, Not Yet Through," Public Administration Review (Nov/Dec 1979):517-26 (skim).
5. (R) Mucciaroni, Gary, "The Garbage Can Model and Policy-making: A Critique," Polity (Spring 1992) 24, pp. 459-482.
6. (BB) Course Documents - Topic 6: Characteristics of Decision Making Models.
7. (R) Michael Givel, "Punctuated Equilibrium in Limbo: The Tobacco Lobby and U.S. State Policymaking from 1990-2003." The Policy Studies Journal, 34(3): 405-418
8. (BB) Course Documents – Topic 6: Policy Formulation Mini Quiz.

October 31

#### ***Part B:***

1. Kingdon, Chs. 6-10.
2. Michael Hayes, "Policy Making Through Disjointed Incrementalism" in Handbook of Decision Making (2007) edited by Goktug Morcol.
3. (R) Cates, Camilla, "Beyond Muddling: Creativity," PAR (1979), 6:527-532. (Skim)
4. (BB) Assignments: Creativity Exercise
5. (BB) - Course Documents - Topic 6: Creativity Decision Making Model Application (optional).

November 7

#### ***Part C:***

1. Anderson, Chapter 5 - pp. 179-185.
2. (BB) External Links: The Budget Process
3. (R) Greider, William, "The Education of David Stockman," Atlantic Monthly, (Dec. 1981):27-54.
4. (BB) Course Documents - Topic 6: Origination of the Laffer Curve/Supply Side Economics.

5. (BB) Course Documents - Topic 6: Lecture Notes on Schulman - Non-Incrementalism Decision Making Model.
6. (BB) Course Documents – Topic 6: Goldmann, Donald “System Failure versus Personal Accountability,” The New England Journal of Medicine (2006), 355(2):121-123.
7. (BB) Course Documents – Topic 6: Decision-making Models Mini Quiz.

November 14

***Part D:***

1. (R) Allison, "Conceptual Models and the Cuban Missile Crisis," APSR (September 1969) 63 (3):689-718.
2. (R) Bendor and Hammond, “Rethinking Allison’s Models,” APSR (June 1992) 86 (2): 301-321.
3. (BB) Course Documents - Topic 6: Cuban Missile Crisis Chronology.

November 21

**VII. Implementation in Theory and Practice**

***Part A: The Case Study Approach***

1. Anderson, Chapter 6 - pp. 200-211 and 240-248.
2. (R) Halperin, Morton, "Implementing Presidential Foreign Policy," in Anderson, Cases in Public Policy Making (1974).
3. (BB) Course Documents - Topic 7: Implementation Supplementary Summary Lecture Notes.

November 28

***Part B: The Case Study Approach (Continued)***

1. Pressman and Wildavsky, Implementation, Chapters 1-8.

December 5

***Part C: The Framework Approach***

1. (R) Paul Sabatier and Daniel Mazmanian, "The Implementation of Public Policy: A Framework for Analysis," Policy Studies Journal 8 (4 Special Issue-1980): 538-560.
2. (R) Hargrove, Erwin, "The Search for Implementation Theory," in Zeckhauser and Leebaert, What Role for Government: Lessons from Policy Research (1983), pp.280-294.
3. **PAPERS DUE**
4. (BB) (*For Review*) Handouts: Relevant Terms: Terms Since Mid-term.
5. **REVIEW QUESTIONS DISTRIBUTED**

December 17

**FINAL EXAM 3:30-5:30 pm**

## PUBL 601 - SELECTED BIBLIOGRAPHY

(For additional information on the topics discussed in this course, the following references are provided.)

- Aaron, Henry J.; Mann, Thomas; and Taylor, Timothy, eds. 1994. Values and Public Policy. Washington, D. C.: Brookings.
- Baumgartner, Frank and Bryan Jones. 1993. Agenda and Instability in American Politics. University of Chicago Press.
- Cigler, Allan and Burdett Loomis, eds. 1986. Interest Group Politics. Washington, DC: Congressional Quarterly Press.
- Cobb, Roger and Charles Elder. 1972. Participation in American Politics: The Dynamics of Agenda-Building. Baltimore: Johns Hopkins Press.
- Dye, Thomas. 1998. Understanding Public Policy. 9th or earlier ed. Prentice-Hall.
- Dye, Thomas. 2001. Top Down Policymaking. Chatham House.
- Edelman, Murray. 1964. The Symbolic Uses of Politics. Urbana University of Illinois Press.
- Fisher, Louis. 1993. The Politics of Shared Power: Congress and Executive 3rd ed. CQ Press.
- Hayes, Michael. 1992. Incrementalism and Public Policy. New York: Longman.
- Jones, Charles O. 1990. An Introduction to the Study of Public Policy. 4th or other ed. Boston: Little, Brown.
- Lester, James and Joseph Stewart. 1996. Public Policy: An Evolutionary Approach. West.
- Lindblom, Charles. 1993. The Policy-Making Process. Englewood Cliffs, N.J.: Prentice-Hall.
- H. R. Mahood. 2000. Interest Groups in American National Politics. Prentice- Hall.
- Rocheffort, David and R. Cobb. 1994. The Politics of Problem Definition. Univ. of Kansas Press.
- Rogers, Everett M. (1995). Diffusion of Innovations, 4th ed. New York, NY: The Free Press.
- Rourke, Francis E. Bureaucracy, Politics, and Public Policy, 4th ed. Boston: Little, Brown.
- Sabatier, Paul and Hank Jenkins-Smith, eds. 1993. Policy Change and Learning. Westview.
- Stone, Deborah. 1997. Policy Paradox: The Art of Political Decision Making. W.W. Norton.

### **PUBLIC POLICY MAKING IN THE UNITED STATES**

Instructions on the Theoretical Paper (Proposal due 10/3/07, Paper due 12/5/07)

The following instructions are intended to supplement and clarify those given in your syllabus. The genesis of your interest in your policy issue may be a policy that has been or is currently on the public agenda (Medicare reform, privatizing Social Security, welfare reform, immigration control, prescription drug affordability, homeland security, unemployment insurance reform). Use the policy issue to examine and answer at least one theoretical or analytical issue raised in the course. Scan your syllabus topics and readings for ideas. For example, you could (try to) apply Lowi's policy impact typologies to a particular policy topic like immigration control or education reform.

Consult original materials such as Congressional hearings, newspaper accounts, hearings transcripts. A suggestion: You can also augment your reading by utilizing journal publications about the events in the appropriate annual editions of the Social Science Index at the library, reports of Congressional hearings (using CIS indexing service, Lexis-Nexis Academic Universe, the Congressional Quarterly), and relevant government publications. Use the Internet where appropriate, especially for primary source material. However, do not be entirely Internet dependent.

Use the case study/policy issue to examine and answer at least one theoretical or analytical issue raised in the course. The list of possible topics is extensive: scan your syllabus topics and readings for ideas. (Note the suggestion under Topic III of your syllabus). Consider the agenda of the 110th Congress, current policy issues are a good source of ideas. Clearly state the issue(s) you will address. The title of the paper should reflect the issue or case you have decided to analyze **and** the theoretical perspective(s) you have chosen. Examples of past paper topics include: (1) The Emergence of Partial-Birth Abortion on the Decisional Agenda, (2) The Influence of Interest Groups on the Health Care Quality Assurance Issue, (3) Social Security: the Strategic Language of Problem Definition and Agenda Setting (4) Alternative Energy Sources and the Agenda Setting Process; (5) The Cycle of Welfare Reform: An Examination of Incremental Reform; (6) the Social Construction of Immigrants and U. S. Immigration Policy; (7) Evolution of Airport Security Policies, (8) Why the Crisis in Dafur Remains an Insignificant Issue in American Foreign Policy.

Papers are worth a maximum of 100 points. To encourage good writing, up to 10 points may be deducted for poor organization or writing. Strive for clarity, conciseness, factual accuracy, and analytical rigor. Organize your thoughts by establishing an outline prior to writing the paper. Use a footnote/citations style to document sources. See **academic conduct expectations** described on page 2 of this syllabus. For links to helpful writing/grammar aids and references, see <http://www.refdesk.com/factgram.html> Three stylistic manuals you may find helpful are: (1) Strunk and White, The Elements of Style (New York: MacMillian), any recent edition. Also on-line at: <http://www.bartleby.com/141/index.html>; (2) Turabian, Kate. A Manual for Writers of Term Papers, Theses, and Dissertations, any recent edition.; and (3) Univ. of Chicago Press. A Manual of Style (Chicago: Univ. of Chicago Press), most recent edition available at library reference desk, university book store or refdesk link above.