

PSC 601 Public Policy
Spring 2007
W 6:30-9:20

Dr. Susan Buck
219 Graham, phone 256-0520

How to get in touch with me:

Office hours: Monday-Thursday 1:30 to 2:00 and by appointment. I will usually be in by 6:00 on class nights, and I can arrange to come in earlier. If I am in my office and the door is open, I am available for discussions about anything from class business to dog training. If my door is closed, I am busy.

Office phone: 256-0520 (on-campus: 6-0520)

E-mail: sjbuck@uncg.edu I don't check e-mail every day, so if your message is time critical, you should call. If you want to discuss something, e-mail is not an appropriate medium, and I prefer that you come in during office hours or call.

Home phone: 545-0645, **only** between 8:00 and 5:00, M-F. If you do not live in the Greensboro calling area, please be sure to include your area code when you leave your phone number, and tell me when you will be available for a return call. Please do not call evenings or weekends.

When I need to contact the class, I will either post an announcement on Blackboard or send an e-mail. That goes to your university e-mail, so check it regularly.

Course Description

This course explores the public policy process from agenda-setting to policy formation, legitimation, and implementation. The focus is on directed reading of classic and contemporary works. Readings emphasize the federal policy process; student research projects address local issues.

Course Objectives

1. Students will learn the theoretical explanations for how American public policy is formulated and implemented.
2. Students will develop analytical skills by applying theoretical perspectives to a local policy issue.
3. Students will be able to improve their writing skills through grammar and style reviews, multiple summaries and law case briefs, and the opportunity to submit drafts of required papers.
4. Students will practice public speaking skills by presenting material and evaluating other students' presentations.

Honor Policy: Students are required to abide by the University Academic Integrity Policy for all work in this course. All written work submitted for this course must include your hand-written signature which indicates you have followed the Academic Integrity Policy. If your signature is illegible, also print your name.

Required Readings

All of the articles and readings (not the books or the law cases) are on Blackboard reserve, except for Walker, which is on JSTOR. and Buck, which is a handout. Be sure you get the full assignment for readings that have more than one chapter (Cobb & Elder, Mazmanian & Sabatier, Wright). Each chapter has its own listing.

Additional readings (books and articles) not on this list may be assigned.

books:

Kingdon, John. 1995. *Agendas, Alternatives and Public Policies*. 2nd. ed. New York: HarperCollins.

Ripley, Randall and Grace Franklin. 1991. *Congress, Bureaucracy and Public Policy*. 5th ed. Belmont, CA: Wadsworth. (This book is out of print. I have a copyright waiver, and the bookstore has photocopied the entire book.)

Strunk, William, Jr. and E. B. White. 2000. *Elements of Style*, 4th ed. Boston: Allyn and Bacon. (Any recent edition will do.)

Turabian, Kate. 1996. *A Manual for Writers of Term Papers, Theses, and Dissertations*, 6th ed. Chicago: University of Chicago Press.

readings (note: some of these citations are not in correct Turabian format but I wanted to include some information that would be helpful for student use):

Agenda Setting

PSC 601
Spring 2007
3

Cobb, Roger and Charles Elder. 1972. *Participation in American Politics*. Baltimore: Johns Hopkins University Press, 1972. Chapters 5-9. Electronic reserve.

Graber, Doris. 1988. *Processing the News: How People Tame the Information Tide*, 2nd ed. New York: Longman. Pages 249-268.

Iyengar, Shanto and Donald Kinder. 1995. "News That Matters." In *Public Policy: The Essential Readings*, ed. Stella Theodoulou and Matthew Cahn, 295-305. Englewood Cliffs, NJ: Prentice Hall.

Orwell, George. "Politics and the English Language." In *Identity and Anxiety* (M. Stein, ed.). New York: Free Press, 1960: 308-319.

Walker, Jack. 1969. "Diffusion of Innovation Among the American States." *American Political Science Review* 63 (September): 880-899. Available on JSTOR (electronic data base at UNCG library).

Policy Formation and Legitimation

Baum, Lawrence. 1995. "Appellate Courts as Policy Makers." In *Public Policy: The Essential Readings*, ed. Stella Theodoulou and Matthew Cahn, 277-287. Englewood Cliffs, NJ: Prentice hall. Electronic Reserve.

Buck, Susan J. 2006. *Understanding Environmental Administration and Law*. Washington, DC: Island Press, 70-75. (handout)

Glazer, Nathan. 1995. "Towards an Imperial Judiciary?" In *Public Policy: The Essential Readings*, ed. Stella Theodoulou and Matthew Cahn, 288-295. Englewood Cliffs, NJ: Prentice Hall. Electronic Reserve.

Heclo, Hugh. 1978. "Issue Networks and the Executive Establishment." In *The New American Political System*, ed. Anthony King, 87-89, 102-108, 112, 116-124. Washington, DC: American Enterprise Institute. Electronic Reserve.

Mills, C. Wright. 1956. *The Power Elite*. New York: Oxford University Press. Selections. Electronic Reserve.

Truman, David. 1964. *The Governmental Process*. New York: Knopf. Selections. Electronic Reserve.

Wright, John. *Interest Groups & Congress*. Boston: Allyn and Bacon, 1996. Chapters 1-3. Electronic Reserve

PSC 601
Spring 2007
4

(Cases are found on FINDLAW [web] or Lexis-Nexis [UNCG library on-line]. FINDLAW provides a clearer format.)

Chevron v. Natural Resource Defense Council, 467 U.S. 837 (1984)

Goldberg v. Kelly, 297 U. S. 254 (1970)

Kelo et al. v. City of New London et al. 1255 S. Ct. 2655 (2005)

(this case doesn't have an official U.S. Reports number, so locate it by name, not number)

Policy Implementation

Fesler, James and Donald Kettl. 1991. *The Politics of the Administrative Process*. Chatham, NJ: Chatham House: Chapter 11 (Implementation) and notes. Electronic reserve.

Lipsky, Michael. 1978. "Standing the Study of Policy Implementation on Its Head." In *American Politics and Public Policy* (W. D. Burnham and M. Weinberg, eds). Cambridge, MA: MIT Press: 391-402. Electronic reserve.

Mazmanian, Daniel and Paul Sabatier. 1983. *Implementation and Public Policy*. Glenview, IL: Scott, Foresman and Co. Chapters 1-2. Electronic reserve.

O'Toole, Lawrence and Robert Montjoy. 1984. "Interorganizational Policy Implementation: A Theoretical Perspective." *Public Administration Review* 44: 491-503. Electronic reserve.

Grading: You will be graded on the quality of your work as a whole; however, for those students with acute grade anxiety, the following guidelines are helpful:

Wrong essay	5%
Summaries & briefs	15%
Paper #1	10%
Paper #2	20%
Paper #3	30%
Policy briefing	20%

* Class participation is used to decide borderline final grades. However, really superb (or truly dreadful) class participation may move your final grade up (or down) a letter grade. Remember that good class participation means knowing when to listen as well as when to talk. The quality of your work in the critique groups will also affect the class participation grade.

1. Wrong essay **due 17 January**

Write on any topic you choose, incorporating as many errors of usage and composition as possible. Identify the errors (using *Elements of Style*) in the right hand margin, by numbering each error consecutively and then, in the margin, identifying the error by label and page number in *Elements of Style*. BRING YOUR COPY OF *ELEMENTS OF STYLE* TO CLASS. (I realize that *Elements* doesn't cover every possible error, but you should try not to make errors that aren't in *Elements*.)

Page limit: 2 typed, double-spaced pages. Your score depends on the number of errors, but each kind of error only counts once. We will "grade" these in class: plus one point of each type of error, and minus one for each mistake which is not marked or is marked incorrectly. First place gets a free cappuccino (or a similar nifty drink) from Tate Street Coffee House. Students who make a good-faith effort (my call), follow directions, and turn the wrong essay in on time will earn full credit.

Sample:

Each student needs to carefully place their punctuation (for example, periods, commas, etc.) within quotation marks.

2. Summaries and Briefs

You are expected to summarize assigned readings and to participate in class discussions on the readings. I will collect summaries each class period. Each should contain a full bibliographic citation using Turabian format as well as a summary of the main points. If you do these right, they will suffice for Comps I review. Do not use quotations in your summaries; they must be in your own words.

Summaries must be typed. Book summaries and very long selections (several chapters) are limited to one single-spaced page; others should be about one-half page. Readings that are multiple chapters (*e.g.*, Cobb & Elder) should have one summary.

Summaries and briefs are graded on a 10-point scale. I will average them at the end of the course, and that average will be the percentage of 150 points toward your final grade. So, if your average is 8.3, I'll take 83% of 150, which is 125 points toward your final grade. Remember that assignments that include more than one chapter (for example, Mazmanian & Sabatier) are one summary.

If you know in advance that you will miss class, you may turn summaries in early or send them with a classmate. I will not accept summaries that exceed one page or are not typed. You may not turn in a summary after sitting through the discussion. If you are absent, I'll accept a late summary by the next class period, although there is a penalty. Don't e-mail summaries without

PSC 601
Spring 2007
6

permission (for example, I'll probably take an e-mailed summary if you are out of town for a family emergency). You may fax them: 334-4315.

Sample Summary:

White, Lynn. 1996. The Historic Roots of Our Ecologic Crisis. In *An Environmental Law Anthology*, ed. Robert L. Fischman, Maxine I. Lipeles, and Mark Squillace, 2-8. Cincinnati, Ohio: Anderson Publishing Company.

Humans have had a profound impact on their environment throughout history, in all cultures and in all parts of the world. This impact has ballooned since the 1850's, especially in the Western world, with the melding together of science and technology. Western Europe has been superior to the rest of the world beginning in the Middle Ages, so to understand the environmental impact of this, it is necessary to examine the culture of these civilizations. Whereas before this time, families mostly lived off their own land, now several families joined together to get the best use of the land because of the technology available. This made a person's relationship to the land a little more distant than it had previously been. Another important thing to understand is religion. Prior to the Middle Ages, most Western Europeans were polytheistic, with things in nature associated with different deities. The people had to make sure to keep these gods happy, so they were more aware of how nature would be affected. After the Christianization of Europe, however, this sense of having to answer to nature vanished. The Christian belief is that humans were in charge of all things on Earth, and nature is here only to serve their purposes. There have been some historical exceptions to this, most importantly St. Francis of Assisi, who believed that all God's creatures should be equal and we should respect nature. Unfortunately for the environment, this attitude did not catch on with the rest of the West. The thought still prevails that humans are masters over nature, and it will take a religious movement to change the current course to help save the environment from destruction.

Why is this a good summary? Correct citation, no first person, no "White says/think/writes." It is a clear summary of White's argument (although you should know the student didn't get some of the article quite right: Europe was Christian before the Middle Ages!). It hits all the main points, is concise, and uses correct grammar, punctuation, and spelling.

Law cases should be briefed. You will have a handout for this; a sample case brief is included in the syllabus.

3. Three papers

Paper #1: "The Story," **due 31 January** (see below for details)

Paper #2: Agenda Setting, **due to me and Critique Group 21 February, final due to me 21 March**

Paper #3: Policy Formation, Legitimation, and Implementation, **due to me and Critique Group on 18 April, final due to me 2 May**

Each student will describe “The Story” (see below) behind one public policy issue (**paper 1**) and will trace that issue through agenda setting (**paper 2**) and policy formation, legitimation, and implementation (**paper 3**).

The issue must be **local** unless you have professional reasons to select a state issue. It may **not** be a federal issue. Do not choose an issue with substantial federal oversight or funding (for example, air quality or public housing). The issue may be current but must have passed through the three basic policy stages. Past topics: Randleman Dam, Alamance School merger, “loitering with intent” (Winston-Salem), Winston-Salem recycling program, airport smoking policy, Pleasant Garden town hall, Hispanic program at Alamance Community College, Safelight program.

A frequent problem is the tendency to pick policies that have not gone through the entire implementation process. I think this happens because the topics with which you are most familiar are ones currently in the news. Be sure your policy has gone through all three stages, because you can’t write the third paper if the policy is stuck at the end of paper two.

The theoretical framework will be drawn from class discussions. Keep descriptive material to a minimum; “The Story” should be attached to both of the other papers.

The focus on Papers 2 and 3 is your **analysis**. These are exam substitutes, so you should integrate the readings. Some readings will be more appropriate than others, so justify your choice (or creation) of analytic models.

Think of the assignment this way: “Explain agenda setting (policy formation) (policy implementation) using <i>your topic here</i> as an example.”

page limit: 10 pages for each paper. This does not include the bibliography. You must use in-text citation (no endnotes or footnotes) in Turabian (Chicago) style. This means you will have a Reference List rather than a Bibliography. Because every policy issue is slightly different, you may find that your papers are not of a uniform length. That’s fine: you need to cover the topic, not to reach some arbitrary number of pages.

“The Story”

Your first paper is strictly factual. It is the story of your policy issue. Here’s how to go about it:

- I. The Goldberg Rule: “What’s the story? Not “what’s the problem?” Tell the story in a clear, chronological narrative, using
- II. Journalists’ questions: “Who,” “What,” “Where,” “Why,” and
- III. “When.” Make a time line – an actual line on the page with the sequence of events laid out with their dates. Be as accurate as possible, but you may find you need to make some informed guesses. If you know how to diagram sentences or to create a PERT chart, you may add appropriate branches to your time line. (Richard Neustadt and Ernst May, *Thinking in Time* 1986, p. 274)

This should be as detailed as possible. It is due to me (no critique group required although it would be a good idea to run it past your group if you have time) on **31 January**, and a copy must be attached to Papers 2 and 3. Although you have a 10 page limit for this paper, try to keep it well below 10 pages. If you are using a policy from your own experience, you don’t need references. However, if you are relying on other sources, they should be cited correctly.

Critique groups: You have been assigned to a critique group. If someone drops the course, these may have to be adjusted to keep at least three people in each group. Your peers will review drafts of your papers and provide serious, rigorous critiques (see attached checklist). When you turn the final version in to me, you must include the critiques you have received.

I am not grading the critiques; I know some of you are better at writing than others, and it is hardly fair to grade you on material we have not covered in class. I will, however, assess the effort and seriousness with which you approached your work.

The drafts that are given to the group must be the best you can do; a final, polished draft that you would turn in for a grade if you were not in a critique group. Turning in a draft that fails to meet that criteria will lower your final paper grade. Every student should read two papers each time.

1. Lucas, Wood, Baker
2. Ong, Zanowski, Faison, Melton
3. Ruppe, Jeffreys, Bartunek, Yandle
4. Smith, Hartman, Goggin
5. Trosper, Canter, Gregory, Ulm

Writing guidelines:

- * All assignments, including summaries and briefs, must be typed, normal margins, 12-point or larger type. Summaries are single-spaced, papers are double-spaced.
- * Use Turabian (Chicago School) style, parenthetical reference citations.
- * No folders, covers, or cover pages (it wastes trees).
- * Written assignments are due at the beginning of class.
- * Keep a copy of all work.

- * Deadlines are absolutes. Don't ask for exceptions or extensions short of catastrophes such as the death of a family member or a life-threatening illness. If you can't turn the work in on time, be prepared to accept the consequences.

Having a problem with your computer, or the printer, or compatibility between your system and someone else's is not a valid reason for missing an assignment or for being late.

4. Policy briefing due one of three possible dates (**14 February** or **18 April** or **25 April**)

Each student will make one policy briefing to the class. Your task is to brief the class as though we were policymakers with authority to decide the issue. You may focus on any stage of the policy process except evaluation. For example, you might ask the policymakers to place an item on their formal agenda, or argue for or against a particular action, or inform them of problems during implementation and recommend remedies. Your role is that of an informed professional (**not** a lobbyist or an advocate) presenting information to your political or bureaucratic superiors.

These presentations are not summaries of your research. This is an opportunity to practice your professional skills in summarizing complex issues in an objective and fair manner so that your superiors (either elected or bureaucratic) can make the best decision possible at the time. Academic phrases such as "issue networks" or references to readings are not allowed! Dress appropriately, use visual and audio aids, strive for clarity. If you decide to use the overhead projector and associated systems, learn how to use them before your presentation. I won't be much help here; I know how to do the video-DVD but that's all I know. The **absolute time limit is 15 minutes** but 10 minutes is better, followed by questions.

The week prior to presentations, presenters will hand out very brief information sheets that provide the background their own superiors would have **prior** to the briefing. These are not executive summaries of the presentation; they are intended to prepare the class to get the most out of the briefing. Class members should prepare by reading the handouts carefully.

I expect all students to attend the policy briefings and to enter fully into the occasion. In other words, slip into an appropriate role, ask the sort of questions the superiors might want to know. If the briefing is open to the public, what might the public's questions be?

14 Feb: Baker, Canter, Goggin, Hartman, Lucas, Ruppe, Trospen

28 Mar: Wood, Zanowski, Bartunek, Faison, Gregory, Jeffreys, Melton

18 Apr: Ong, Smith, Ulm, Yandle

You may trade with a classmate; just let me know if you do.

A Note on Plagiarism: Plagiarism is using the language, ideas, or data of another scholar without acknowledging the source. The faculty view it as an extremely serious offense.

Sanctions for plagiarism range from failing the plagiarized assignment to expulsion from the University.

There are three central reasons to acknowledge the work of other scholars. First, scholars' works are their professional products. To use them as your own is stealing, and your own work becomes a forgery. Second, other scholars may wish to build on your work or to explore some idea further. If you have provided good documentation, their work is simplified. Third, your source may be wrong. If you use the information without attribution, you are responsible for the error.

Remember: be honest, be helpful, be safe.

Here's the Golden Rule of Citations: **when in doubt, cite**. No one ever got in trouble for too many citations.

Myths:

1. Paraphrasing eliminates the need for citations. FALSE. It only eliminates the need for quotation marks.
2. Any data found in three places is "common knowledge" and needs no citation. FALSE. "Common knowledge" is a pit for the unwary. The safe test is whether an average person would know this information. Thus, that the Declaration of Independence became official on 4 July 1776 is probably common knowledge, but a reference to *Brown v. Board of Education* needs a citation. Remember the Golden Rule of Citations: when in doubt, cite.
3. Tables, charts, and diagrams don't need citations. FALSE. They are data and their design is creative. Cite!

A Note of Warning: Wikipedia is an open-source website, which means the material you find there is not checked for accuracy. Do not rely on it for definitions and *never* use it as a source for a paper.

PSC 601
Spring 2007
11

Class Schedule (subject to modification)

- Jan 10 Introduction
- Jan 17 Ripley & Franklin 1-3, Orwell. **WRONG ESSAY DUE**
- Jan 24 Cobb & Elder, Kingdon
- 31 Iyengar & Kinder, Graber, Walker
bring or prepare an example appropriate for Iyengar and for Graber
“The Story” due (paper 1)
- Feb 7 Ripley & Franklin 4-6; movie: *An Act of Congress*; Wright. (Note that “Wright”
is not the same as “C. Wright Mills.”)
- Feb 14 **POLICY BRIEFINGS I**
- Feb 21 movies: *The God Squad* and *The Unelected: The Media*
Barnswallow simulation handed out and discussed
Draft of Paper 2 due to group and to me (3 copies)
- 28 Barnswallow simulation.
- Mar 7 **NO CLASS: SPRING BREAK**
- Mar 14 Truman, Mills, Hecló.
Critiques returned; class time for discussion of critiques
- Mar 21 Buck (no summary due)
Kelo (no brief due but read carefully; we will brief it in class)
Paper 2 due to me with critiques and “The Story”
- Mar 28 Baum, Glazer, *Chevron v. NRDC*, *Goldberg v. Kelly*.
- Apr 4 Fesler & Kettl, O’Toole & Montjoy, Lipsky
- Apr 11 Mazmanian & Sabatier
- Apr 18 **POLICY BRIEFINGS II**
Draft of Paper 3 due to group and to me (3 copies)
- Apr 25 **POLICY BRIEFINGS III**

PSC 601
Spring 2007
12

Critiques returned; class time for discussion of critiques

May 2

Paper 3 due to me with critiques and “The Story”
(papers are due by 5:00)

Critique group checklist: This checklist is not comprehensive; it is just to get you thinking. Obviously you could do the critique by running through this list and answering each question “yes” or “no.” That is not a critique. If your answer is “no,” explain why not and suggest ways to fix it. If the answer is “yes,” explain why so the author knows what was right. Be prepared to discuss this with the author.

Do not edit the paper – don’t make corrections – do point out problems for the author to fix.

1. Organization

- * Is there a clear “roadmap” introduction that introduces the topic, outlines the main points in the order in which they are discussed?
- * Does the paper have a logical order of analysis and ideas?
- * If one section or paragraph is especially complex, is there a mini-roadmap to help the reader?

2. Analysis

- * Does the sequence of issues and ideas in the paper match the introduction? (This should be crystal clear. If you have to check, it doesn’t.)
- * Is the analysis clear? (If you have to read a section a second time, it is not clear.)
- * Are there readings that could have been used and weren’t? Did the author misapply any of the readings that are used?
- * Does this paper cover the assigned topic?

3. Mechanics (again, don’t fix problems; point them out.)

- * Did the author follow writing guidelines and Turabian?
- * Is the grammar correct? (Subject-verb agreement, noun-pronoun agreement, comma splices, etc.)
- * Correct citations and bibliography format?
- * Within page limits?
- * Pages numbered, paragraphs indented 4 spaces, double (not quad) spacing between paragraphs?
- * Adequate citations? (This will save your classmate from plagiarism sanctions.)
- * Bibliography included? Alphabetized (not numbered), correct format for reference lists?

Watch for the following: “it’s” vs. “its,” unnecessarily split infinitives, misuse of “hopefully,” misuse of “impact” (it’s not a verb), commas for three or more items in a series (“red, white, and blue”), “affect” vs. “effect,” and – most important of all – **Rule 17**.