

## **PA 5012: The Politics of Public Affairs University of Minnesota, Spring 2014**

**Course Meetings: Thursdays, 6:00-8:45 PM  
Hubert H. Humphrey Center, Room 25**

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The critical issues addressed in public policymaking involve political and moral choices, along with analytic and administrative aspects. What is desirable from the perspective of policy analysis and policy expertise is not always what is legislatively feasible in the face of established institutions and multiple and competing interests and values. The Politics of Public Affairs a course in which these choices—and the core values of public service and good governance informing them—are confronted directly.

The purpose of this course is to illuminate the obstacles and opportunities that shape the development of public policy in the United States. Our attention to the values and choices central in policymaking will proceed in three stages. The initial weeks comprise an overview of public policy in the contemporary U.S. The second segment takes up the making of public policy, addressing how complex systems of governance actually function. Along the way we'll trace some of the principal tensions in democratic public policymaking. The third segment addresses policy-making themes and processes in terms of several specific policy areas.

### **Requirements**

Please come to class having completed the assigned reading and prepared to participate in class discussions. Class discussion will involve (1) description, (2) interpretation, and (3) the application of frameworks of political analysis to contemporary American politics and policy.

In addition to intellectual engagement and careful analysis of assigned readings, tolerance for differing opinions is expected.

Complete all assignments on time. There will be no incomplete grades given except for standard University policy reasons (for example, illness with a note from a doctor). You

are responsible for getting the assignments turned in on time and for following instructions.

### **Assignments**

Grading is as follows:

Attendance and Participation: 10%

In-class Midterm exam: 30%

Short Paper 1: 15%

Short Paper 2: 15%

Policy Memo: 30%

### **Attendance and Participation (semester-long)**

Your grade will be based on your presence and engagement in class, your preparation and contributions to discussion, and your courtesy and respect for others. This course is conducted as a seminar, and your regular attendance and active engagement are essential to make it a success. Each class session will combine a mix of lecturing and discussion and I plan to devote a fair amount of class time to interpreting the readings and applying class concepts to contemporary issues in public affairs.

Please come to class having completed the readings and thought about the ways in which they relate to class material overall and to current public affairs generally. At various points throughout the semester, I may supplement or change the reading list with alternative readings that are more interesting or appropriate for class topics. Any changes to the reading list will be announced in class.

The basics of class participation: If you must arrive late, leave early, or if you anticipate missing a class, please notify Prof. Marchetti or your TA ahead of time. The class sessions will be long but please refrain from things like texting, emailing, or web-surfing during class time- this is distracting to me (yes, I can usually tell when you aren't paying attention) and disrespectful to peers.

### **Absences**

Since we only meet one time per week, one unexcused absence or more than one excused absence (i.e., one that we learned about ahead of time, illness, emergency) will detrimentally affect your grade.

### **Short Paper 1: Equity and American Democracy (February 20<sup>th</sup>)**

How do Stone's discussions of various distributions of equity apply to the policy area of welfare/redistributive social policies in the U.S.? Discuss how unequal distributions of social benefits affect citizens' democratic participation as discussed by Soss and Jacobs. What are the implications of these inequalities in terms of democratic governance? Can we consider American democracy as truly representative? Thinking in terms of Putnam's

argument for social capital, what are some potential solutions to problems with access and equity in American democracy?

### **Midterm Exam (March 13<sup>th</sup>)**

The in-class midterm exam will contain factual questions and short-answer questions based on the class readings. A portion of the class prior to the midterm will be devoted to a review session.

### **Short Paper 2: Legislatures & Policy Adoption (April 10<sup>th</sup>)**

Research a piece of legislation at either the state or federal level.

First, describe the topic of the proposed legislation. Discuss the backgrounds of its co-sponsors and identify at what point in the legislative process the legislation stands (i.e. has it made it to a floor vote? What committees has it been referred to? Is it 'stuck' in committee or moving quickly?)

Next, describe the piece of legislation in terms of Stone's discussion about rule ideals: Is it precise or vague? Is it flexible? Neutral? How would this rule be enforced?

Finally, discuss how legislative traits like divided or unified government and distribution of control and power affected the creation and movement of this rule. Refer to how this reflects the arguments about divided government put forth by Bowling and Ferguson. For example, what were the legislative conditions like at the time of your bill's introduction and subsequent movement? Did it pass? If so, what legislative conditions might have aided in its passage? If it did not pass, what legislative conditions might have hindered its passage?

### **Policy Memo: Approximately 10-15 double-spaced pages (May 15<sup>th</sup> 8:30 PM)**

To demonstrate mastery of the different steps of the policy process, you should complete a policy memo. The memo should be on a policy subject of interest to you, and suggestions will be offered in class. The style of this memo is slightly different from one that you would prepare 'in the field'. Rather, this assignment is designed so that you can demonstrate your knowledge of all aspects of the policymaking process rather than a policy update or recommendation.

The **first part** of the memo (Agenda-setting, formulation) should explain some potential ways a given topic/problem might (or, alternately, has already) reach(ed) the state or national policy agenda. Looking at the history of the policy, which of the three models of policymaking (Three streams, punctuated equilibrium, social construction) would be the most appropriate to describe the adoption of this policy? Introduce the range of interested parties, and just where the interests of said parties lie. Who is the target population being affected by this policy? Who developed it? Why? In general, be sure to frame this section

of the memo in terms of assigned readings that touch on topics of agenda-setting, framing, policy formation, and venue shopping.

The **second part** of the memo (Implementation, Evaluation) should then sketch out which governmental and non-governmental bodies would be involved in implementation of the student's preferred policy option. Again, frame your discussion in terms of readings on institutions involved with the development of public policy (e.g. legislatures, courts, interest groups, bureaucratic agencies).

**Finally**, conclude your memo with an assessment of where the policy may go in the future (e.g., do you think it needs improving? If so, how? Would leaving the status quo policy in place be a better option? Why? Ultimately, how do you view this policy in light of Stone's arguments regarding equality and rights? That is, do you view the policy as 'just'?

Format:

For citations, you may use either APA in-text citations (e.g., Marchetti 2014) with a list of sources at the end or, footnotes<sup>1</sup>.

You do not need to include a title page.

Please include page numbers at either the top or bottom of each page.

**Late Submission of Assignments**

Barring emergency circumstances, your grade will decrease by one full letter grade (e.g., from an A to a B+) for every day that your assignment is late. If you turn the assignment in late, but it has not been a full 24 hours past the deadline, your grade will decrease by one fraction of a letter grade (e.g., A to A-).

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**Important Dates**

February 6 <sup>th</sup>	NO CLASS – APSA Teaching and Learning Conference
February 20 <sup>th</sup> by 6:00PM	Short Paper 1 Due
March 13 <sup>th</sup>	In-Class Midterm Exam
April 10 <sup>th</sup> by 6:00PM	Short Paper 2 Due
May 15 <sup>th</sup> by 8:30 PM	Final Policy Memo Due

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<sup>1</sup> Marchetti, Kathleen. 2014. "Format". *PA 5012 Syllabus*, Vol. 1 (1): 4.

## Course Readings

Books:

Stone, Deborah. 2012. *Policy Paradox* (Norton, 3<sup>rd</sup> Edition)

B.Guy Peters, *American Public Policy: Promise and Performance* (Congressional Quarterly Press, 2013, 9<sup>th</sup> Edition)

All other readings will be posted to the class Moodle site.

## Course Schedule

### **Class 1, January 23<sup>rd</sup> : “Public Policy” Introduced**

(Please complete this first reading assignment prior to arriving in class on the 23<sup>rd</sup>)

Peters, Guy. 2013. *American Public Policy: Promise and Performance*. Congressional Quarterly Press, 9<sup>th</sup> Edition.

- Chapter 1 (pp. 1-22)

Stone, Deborah. 2012. *Policy Paradox*. Norton, 3<sup>rd</sup> Edition.

- Introduction and Chapter 1 (pp. 1-36)

### **Class 2, January 30<sup>th</sup>: Democratic Governance & Policymaking: Who Should Govern?**

Stone, Deborah. 2012. *Policy Paradox*. Norton, 3<sup>rd</sup> Edition.

- “Equity”

R. Putnam, “What Makes Democracy Work?” (1994)

Soss, Joe and Larry Jacobs. 2009. “The Place of Inequality: Non-participation in the American Polity.” *Political Science Quarterly*. 124(1): 95-125

**NO CLASS FEBRUARY 6<sup>TH</sup> (APSA Teaching and Learning Conference)**

### **Class 3, February 13<sup>th</sup>: Institutional Structures and Processes of Decision-Making**

Peters, Guy. 2013. *American Public Policy: Promise and Performance*. Congressional Quarterly Press, 9<sup>th</sup> Edition.

- Chapter 2 (pp 23-44)

Stone, Deborah. 2012. *Policy Paradox*. Norton, 3<sup>rd</sup> Edition.

- “Powers”

## **Class 4, February 20th: Policy Choices and Models of Policymaking (1)**

### **SHORT PAPER 1 DUE BY 6:00PM**

- **Upload to Moodle inbox using “Turn It In” feature**

Sabatier, Paul, ed. 2007. *Theories of the Policy Process*. Westview Press.

- Chapter 4 (‘Social Construction and Policy Design’); Chapter 6 (‘Punctuated Equilibrium Theory’)

Peters, Guy. 2013. *American Public Policy: Promise and Performance*. Congressional Quarterly Press, 9th Edition.

- Chapter 4, pp (63-80)

## **Class 5, February 27<sup>th</sup>: Policy Choices and Models of Policymaking (2)**

Peters, Guy. 2013. *American Public Policy: Promise and Performance*. Congressional Quarterly Press, 9th Edition.

- Chapter 3, (pp. 47-63)

Sabatier, Paul. *Theories of the Policy Process* Chapter 3 (‘Multiple Streams Framework’)

\*Lewis, Wayne and Tamara Young. 2013. "The Politics of Accountability: Teacher Education Policy"

OR

\*Tandoh-Offin, Patrick. 2010. "The Multiple Streams Framework and Women’s Empowerment Efforts in Ghana"

\*Come to class ready to discuss how the piece you chose to read fits in with the multiple streams framework.

## **Class 6, March 6<sup>th</sup>: Choosing Targets and Venues**

Hojnacki, Marie and David C. Kimball. 1998. “Organized Interests and the Decision of Whom to Lobby in Congress.” *American Political Science Review*, Vol. 92, No. 4. 775-790.

Midterm Exam Review

## **Class 7, March 13<sup>th</sup>: In-Class Midterm Exam**

**NO CLASS MARCH 20<sup>TH</sup> - SPRING BREAK!**

### **Class 8, March 27<sup>th</sup>: Agencies and Policymaking**

Terry M. Moe. 1989. "The Politics of Bureaucratic Structure," in *Can the Government Govern?* J. Chubb and P. Peterson (eds). Washington, DC. Brookings Institution (pp. 267-330).

Amy B. Zegart. 2007. *Spying Blind: The CIA, the FBI, and the Origins of 9/11*. Princeton, NJ: Princeton University Press. (Read Chapter 6 "Real Men Don't Type: Adaptation Failure in the FBI," pp. 120-155)

### **Class 9, April 3<sup>rd</sup>: Legislatures & Policy Adoption**

Stone, Deborah. 2012. *Policy Paradox*. Norton, 3rd Edition.  
- "Rules"

Fiorina, Morris P. 1994. "Divided Government in the American States: A Byproduct of Legislative Professionalism?" *American Political Science Review*. 88:304-316.

Bowling, Cynthia J. , and Margaret R. Ferguson. 2001. Divided Government, Interest Representation, and Policy Differences: Competing Explanations of Gridlock in the Fifty States. *Journal of Politics* 63 (1):182.

### **Class 10, April 10<sup>th</sup>: Courts and Policymaking**

#### **SHORT PAPER 2 DUE**

- **Upload to Moodle inbox using "Turn-it In" feature**

R. Shep Melnick. 2004. "Courts and Agencies," in *Making Policy, Making Law: An Interbranch Perspective*. Mark C. Miller and Jeb Barnes (eds). Washington DC: Georgetown University Press.

Paul Frymer. 2003. "Acting When Elected Officials Won't: Federal Courts and Civil Rights Enforcement in U.S. Labor Unions, 1935-1985. *American Political Science Review* 97: 483-499.

### **Class 11, April 17<sup>th</sup>: Interest Groups, Non-Profits, & Public Policy**

Stone, Deborah. 2012. *Policy Paradox*. Norton, 3rd Edition.  
- "Interests"

Strolovitch, Dara. 2006. "Do Interest Groups Represent the Disadvantaged? Advocacy at the Intersections of Race, Class, and Gender." *Journal of Politics* 68 (4): 893-908.

## **Class 12, April 24<sup>th</sup>: Policy in depth: Reproductive Policy**

Conway et al. Chapter 4

Peters, Guy. 2013. *American Public Policy: Promise and Performance*. Congressional Quarterly Press, 9th Edition.

- Chapter 16 (pp. 447-454)

## **Class 13, May 1<sup>st</sup>: Policy in depth: Welfare Policy**

Schram, Sanford, Joe Soss Richard C. Fording, and Linda Houser. 2009. "Deciding to Discipline: Race, Choice, and Punishment at the Frontlines of Welfare Reform." *American Sociological Review*. 74(3): 398-422.

J. Soss "Neoliberal Poverty Governance: Race, Place and the Punitive Turn in U.S. Welfare Policy." with Sanford F. Schram, Richard C. Fording. 2008. *Cambridge Journal of Regions, Economy and Society*. 1(1): 17-36.

Stone, Deborah. 2012. *Policy Paradox*. Norton, 3rd Edition

- "Symbols"

## **Class 14, May 8<sup>th</sup>: Individual Meetings About Policy Memos**

No Reading

**May 15<sup>th</sup> POLICY MEMO DUE BY 8:30PM**

- **Upload to Moodle inbox using "Turn-it In" feature**

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## **ADDITIONAL UNIVERSITY POLICY STATEMENTS**

### **Student Conduct Code:**

The University seeks an environment that promotes academic achievement and integrity, that is protective of free inquiry, and that serves the educational mission of the University. Similarly, the University seeks a community that is free from violence, threats, and intimidation; that is respectful of the rights, opportunities, and welfare of students, faculty, staff, and guests of the University; and that does not threaten the physical or mental health or safety of members of the University community. As a student at the University you are expected adhere to Board of Regents Policy: *Student Conduct Code*. To review the Student Conduct Code, see:

[http://www1.umn.edu/regents/policies/academic/Student\\_Conduct\\_Code.html](http://www1.umn.edu/regents/policies/academic/Student_Conduct_Code.html).

Note that the conduct code specifically addresses disruptive classroom conduct, which means "engaging in behavior that substantially or repeatedly interrupts either the instructor's ability to teach or student learning. The classroom extends to any setting where a student is engaged in work toward academic credit or satisfaction of program-based requirements or related activities."

**Use of Personal Electronic Devices in the Classroom:**

Using personal electronic devices in the classroom setting can hinder instruction and learning, not only for the student using the device but also for other students in the class. To this end, the University establishes the right of each faculty member to determine if and how personal electronic devices are allowed to be used in the classroom. For complete information, please reference:

<http://policy.umn.edu/Policies/Education/Education/CLASSROOMPED.html>.

**Scholastic Dishonesty:**

You are expected to do your own academic work and cite sources as necessary. Failing to do so is scholastic dishonesty. Scholastic dishonesty means plagiarizing; cheating on assignments or examinations; engaging in unauthorized collaboration on academic work; taking, acquiring, or using test materials without faculty permission; submitting false or incomplete records of academic achievement; acting alone or in cooperation with another to falsify records or to obtain dishonestly grades, honors, awards, or professional endorsement; altering, forging, or misusing a University academic record; or fabricating or falsifying data, research procedures, or data analysis.

([http://www1.umn.edu/regents/policies/academic/Student\\_Conduct\\_Code.html](http://www1.umn.edu/regents/policies/academic/Student_Conduct_Code.html) )

**Plagiarism:** While there are many definitions of plagiarism, it is generally agreed that when you present the ideas, words, and work of someone else as your own, you have plagiarized. This can include paraphrasing others' words and not including a citation or including a direct quote and not including a citation. Plagiarism, which is only one form of scholastic dishonesty, has always been a serious offense in academic communities. The ease of access to information on the Web has increased both the frequency and concern regarding plagiarism. Any information, data, or expressions coming from someone else or another source must be properly cited by you. If there is any doubt in your mind regarding what needs to be cited, it is your responsibility to seek clarification from the instructor. As we will be using the "Turn It In" feature in this class, it will identify any text that has shown up verbatim or in a very similar format in other places on the web, in books and articles, in Wikipedia, and in others' papers.

If you are interested in learning more about how to cite sources and avoid plagiarism, there are on-line tutorials on the U of M libraries website: <http://tutorial.lib.umn.edu/>

You can also visit the Center for Writing for additional assistance:

<http://www.writing.umn.edu/>

If it is determined that a student has cheated or plagiarized, he or she may be given an "F" or an "N" for the course, and may face additional sanctions from the University. For additional information, please see:

<http://policy.umn.edu/Policies/Education/Education/INSTRUCTORRESP.html> .

The Office for Student Conduct and Academic Integrity has compiled a list of Frequently Asked Questions about scholastic dishonesty:

<http://www1.umn.edu/oscai/integrity/student/index.html> .

**Makeup Work for Legitimate Absences:**

Students will not be penalized for absence during the semester due to unavoidable or legitimate circumstances. Such circumstances include verified illness, participation in intercollegiate athletic events, subpoenas, jury duty, military service, bereavement, and religious observances. Such circumstances do not include voting in local, state, or national elections. For complete information, see:

<http://policy.umn.edu/Policies/Education/Education/MAKEUPWORK.html> .

**Appropriate Student Use of Class Notes and Course Materials:**

Taking notes is a means of recording information but more importantly of personally absorbing and integrating the educational experience. However, broadly disseminating class notes beyond the classroom community or accepting compensation for taking and distributing classroom notes undermines instructor interests in their intellectual work product while not substantially furthering instructor and student interests in effective learning. Such actions violate shared norms and standards of the academic community. For additional information, please see:

<http://policy.umn.edu/Policies/Education/Education/CLASSNOTESSTUDENTS.html>

**Sexual Harassment:**

"Sexual harassment" means unwelcome sexual advances, requests for sexual favors, and/or other verbal or physical conduct of a sexual nature. Such conduct has the purpose or effect of unreasonably interfering with an individual's work or academic performance or creating an intimidating, hostile, or offensive working or academic environment in any University activity or program. Such behavior is not acceptable in the University setting. For additional information, please see:

<http://www1.umn.edu/regents/policies/humanresources/SexHarassment.html>

**Grading and Transcripts:**

The University utilizes plus and minus grading on a 4.000 cumulative grade point scale in accordance with the following:

A	4.000 - Represents achievement that is outstanding relative to the level necessary to meet course requirements
A-	3.667
B+	3.333
B	3.000 - Represents achievement that is significantly above the level necessary to meet course requirements
B-	2.667
C+	2.333
C	2.000 - Represents achievement that meets the course requirements in every respect
C-	1.667
D+	1.333
D	1.000 - Represents achievement that is worthy of credit even though it fails to meet fully the course requirements
S	Represents achievement that is satisfactory, which is equivalent to a C- or better.

For additional information, please refer to:

<http://policy.umn.edu/Policies/Education/Education/GRADINGTRANSCRIPTS.html>

**Equity, Diversity, Equal Opportunity, and Affirmative Action:**

The University will provide equal access to and opportunity in its programs and facilities, without regard to race, color, creed, religion, national origin, gender, age, marital status, disability, public assistance status, veteran status, sexual orientation, gender identity, or gender expression. For more information, please consult Board of Regents Policy:

[http://www1.umn.edu/regents/policies/administrative/Equity\\_Diversity\\_EO\\_AA.html](http://www1.umn.edu/regents/policies/administrative/Equity_Diversity_EO_AA.html)

**Disability Accommodations:**

The University is committed to providing quality education to all students regardless of ability. Determining appropriate disability accommodations is a collaborative process. You as a student must register with Disability Services and provide documentation of your disability. The course instructor must provide information regarding a course's content, methods, and essential components. The combination of this information will be used by Disability Services to determine appropriate accommodations for a particular student in a particular course. For more information, please reference Disability Services:

<http://ds.umn.edu/student-services.html>

**Mental Health and Stress Management:**

As a student you may experience a range of issues that can cause barriers to learning, such as strained relationships, increased anxiety, alcohol/drug problems, feeling down, difficulty concentrating and/or lack of motivation. These mental health concerns or stressful events may lead to diminished academic performance and may reduce your ability to participate in daily activities. University of Minnesota services are available to assist you. You can learn more about the broad range of confidential mental health services available on campus via the Student Mental Health Website: <http://www.mentalhealth.umn.edu> .

**Academic Freedom and Responsibility: *for courses that do not involve students in research***

Academic freedom is a cornerstone of the University. Within the scope and content of the course as defined by the instructor, it includes the freedom to discuss relevant matters in the classroom. Along with this freedom comes responsibility. Students are encouraged to develop the capacity for critical judgment and to engage in a sustained and independent search for truth. Students are free to take reasoned exception to the views offered in any course of study and to reserve judgment about matters of opinion, but they are responsible for learning the content of any course of study for which they are enrolled. Reports of concerns about academic freedom are taken seriously, and there are individuals and offices available for help. Contact the instructor, the Department Chair, your adviser, the associate dean of the college, or the Vice Provost for Faculty and Academic Affairs in the Office of the Provost.