

Nelson A. Rockefeller Center for Public Policy and the Social Sciences
Dartmouth College

PBPL 5: INTRODUCTION TO PUBLIC POLICY
Winter 2007 Term—Rockefeller 003

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10: MWF 10:00-11:05am
X-Hour: Thursday, 12:00-12:50pm
Office Hours: MWF 12:00-2:00pm
and by appointment

Course Philosophy: Public policymaking in the United States is characterized by scholars and politicians in a wide variety of ways. For some, public policy reflects “the authoritative allocation of values;” while others see the policymaking process from a more bottom line perspective—“who gets what, when, and how.” Still others have incorporated the overtly political nature of public policy by referring to the process as “partisan mutual adjustment,” and have acknowledged that public policymaking involves trade-offs and, at times, less than optimal policy outcomes—“satisficing.” Those who make public policy in the United States often wrestle with normative questions of what constitutes the “best” policy outcomes for the most people as they strive to reach the right balance between government intervention and citizens’ rights to “the pursuit of happiness.” James Madison clearly stated in the Federalist Papers that “if men were angels, no government would be necessary.” Unfortunately, citizens of the United States are not angels and, as a result, must be constrained in their self-interested pursuits. Public policy—influenced by economics, psychology, philosophy, political science, and religion—reflects the aspiration of creating a society in which its citizens behave in a way that reflects the broadly agreed upon societal norms and values, but also the day-to-day rules and regulations established by governments at all levels. As the art of political decision-making, public policy reflects the reality that: 1) penalties and incentives (“carrots and sticks”) are the primary forces in our society that constrain and facilitate daily activities; 2) information, who has how much of it and when, is key to structuring penalties and incentives; and that 3) thinking empirically, knowing what to measure and how to measure it, is as important as thinking normatively.

In this course we will pursue these aspects of public policy from a variety of perspectives. The term will be divided into four main components:

- I. The Nature of Public Policy: What is Public Policy, Who Makes It, and Why Study It?
- II. Making Public Policy: The Process, Structure, and Context of Policymaking
- III. The Policy Players: Institutional and Non-Institutional Actors
- IV. The Policy Game: Rules, Strategies, Culture, and Resources

In the concluding section of the course, we will be pursuing specific policy domains—environmental policy, education policy, health care policy, welfare policy, immigration policy, and defense policy.

PBPL 5 and the Public Policy Minor: The course is designed as the new gateway offering for students beginning to pursue a minor in public policy through the Rockefeller Center. For those students who are '10s as well as those who are '09s, but have not yet begun their public policy minor, this course will serve as the required first course in the path toward completing the minor. In class, the new requirements for the Public Policy Minor will be discussed in detail as well as a clear roadmap for completing the minor during your four years at Dartmouth College. As this is the introductory course in the minor, there are no course requirements for PBPL 5. Nonetheless, the course is designed with the assumption that students in the class have a solid understanding of the American political system. If you have completed an AP American Government class in high school (or its equivalent) or have taken Government 3: The American Political System here at Dartmouth, you should be prepared for this course. If you have any questions or concerns regarding your background in American politics, please speak with Professor Shaiko at the end of the first class meeting.

Course Readings: There are seven required books for this course; we will read each of the books in its entirety. There are three main texts that we will be reading throughout the term:

Stella Z. Theodoulou and Chris Kofinis, **The Art of the Game: Understanding American Public Policy Making**. (Belmont, CA: Wadsworth/Thomson Learning, 2004).

John W. Kingdon, **Agendas, Alternatives, and Public Policies**. 2nd Edition. (New York: Longman, 2003).

Stella Z. Theodoulou and Matthew A. Cahn, eds., **Public Policy: The Essential Readings**. (New York: Prentice Hall, 1995).

The Theodoulou/Kofinis text will provide the basics for our exploration into the American public policy process. The Kingdon text, recently updated, is already a classic in the field of public policy. The Theodoulou/Cahn edited volume contains virtually all of the "must-read" public policy articles in the field, written by the best classic and contemporary scholars such as Sabatier, Lowi, Dahl, Hecl, Lindblom, Bardach, Wildavsky, Wilson, Weber, Friedman, Neustadt, and Domhoff.

The next four books will be read in sequence, during each of the four components of the course. We will begin with Harold Winter's **Trade-Offs: An Introduction to Economic Reasoning and Social Issues** while discussing the broad theories and models of public policymaking in Part I. We will then pursue policymaking processes and outcomes in each of the three branches of government. We will analyze Congress in Part II through Elizabeth Oldmixon's **Uncompromising Positions: God, Sex, and the U.S. House of Representatives**. We will then explore executive branch decision making through the White House and the federal bureaucracy in Part III through **The Art of Policy Making: Tools, Techniques, and Processes in the Modern Executive Branch**, by George Shambaugh and Paul Weinstein. Finally we will assess the role of the federal courts as public policymakers in Part IV in reading **Making Policy, Making Law: An Interbranch Perspective**, edited by Mark Miller and Jeb Barnes.

- Harold Winter, **Trade-Offs: An Introduction to Economic Reasoning and Social Issues**. (Chicago: University of Chicago Press, 2005).
- Elizabeth Anne Oldmixon, **Uncompromising Positions: God, Sex, and the U.S. House of Representatives**. (Washington, DC: Georgetown University Press, 2005).
- George E. Shambaugh IV and Paul J. Weinstein, Jr., **The Art of Policy Making: Tools, Techniques, and Processes in the Modern Executive Branch**. (New York: Longman, 2003).
- Mark C. Miller and Jeb Barnes, eds., **Making Policy, Making Law: An Interbranch Perspective**. (Washington, DC: Georgetown University Press, 2004).

All seven books are available for purchase at the bookstores in Hanover. The books are also available online via amazon.com and other book outlets. In some of the cases, used copies should be available as well.

Course Policies and Procedures: As this is an introductory course with a fairly large class size, much of the presentation of course material will occur in a lecture format. There will be opportunities for discussion of the readings and lectures throughout the term. Please feel free to ask questions or present comments during class. While there will not be attendance taken in class, it will be very difficult to do well in this course without attending class. I assume that you can read the English language; therefore, the readings stand as the jumping off points for class lectures. Obviously, the Dartmouth College Honor Code is in effect in the course. I will not tolerate cheating/plagiarism of any kind.

You will note on the syllabus that part of many Friday classes is set aside for a “Rocky Moment.” During these brief breaks from the course material, the professor, Rockefeller staff, and current Rocky students will offer concise insights into some aspect of the Rockefeller experience at Dartmouth. By the end of the term, each student should be well informed about all of the curricular and co-curricular programming provided to students and should be ready to engage in one or more of these experiences.

We will be using X-Hours at various points throughout the term. As speakers supported by the Rockefeller Center who are speaking on issues relevant to the class come to campus, we will try to arrange for them to meet with the class, either in our typical MWF time slot or during the X-Hour. If they appear during regular class time, we will use the X-Hour that week to keep pace.

Regarding office hours, I will hold them as scheduled on the syllabus. I tend to be on campus and in my office every day of the week if I am in town. So, blitz me to make sure I am in my office. If I am free at that moment, I will be glad to meet with you.

Course Requirements: The requirements for the course include three writing assignments, a midterm examination, and a final examination. The first writing assignment, due on **Friday, January 19**, will be in the form of a critical essay (of roughly five double-spaced pages) that clearly identifies policy “trade-offs” made in some aspect of public policymaking at the federal level of government (using Winter’s **Trade-Offs** as the basis for the analysis without using the examples that he presents in his book). The second writing assignment, due on **Friday, February 16**, will be a “One-Pager.” You will take on the role of a lobbyist attempting to inform and persuade Members of Congress on a particular policy issue. The stock-in-trade for lobbyists is the one-pager. If you cannot say what you need to say to Members of Congress and their staffs in two sides of one page, you are lost. You may have a 50-page policy paper with all of the gritty details in it, but Members of Congress and their staffs want and need to see the tightest and most concise versions of political persuasion. This will be your task. The third and final writing assignment will be a “Policy Memorandum” for the President of the United States to be written on a policy issue in one of the following policy domains—environmental policy, education policy, health care policy, welfare policy, immigration policy, and defense policy. The class will be divided into six policy working groups in order to facilitate the production of these policy memoranda. Each student will produce a five-page, single-spaced memorandum. This final paper will be due on **Monday, March 5**. We will discuss the details of the final project in class. Papers #1 (critical essay) and #2 (one-pager) will each be worth 10 percent of your final grade. Paper #3 (policy memorandum) will be worth 20 percent of your final grade. We will also have a midterm examination (**Friday, February 2**) and a final examination (**Saturday, March 10 at 3:00pm**). Each will be worth 30 percent of your final grade.

Class Schedule and Reading Assignments:

I. The Nature of Public Policy: What is Public Policy, Who Makes It, and Why Study It?

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| WEEK 1: Friday, January 5 | Introduction to Public Policy: Course Requirements and Expectations; Overview of Public Policy as an Interdisciplinary Field of Study |
| WEEK 2: Monday, January 8 Wednesday, January 10 *Thursday, January 11 Friday, January 12 | Readings: Theodoulou and Kofinis, Chapters 1,2,5: “The Foundation of Public Policy,” “The What: Policy Typologies,” and “The Policy Process,” pp. 1-35, 80-97; Theodoulou and Cahn, eds., Chapters 2-10: Sabatier, Lowi, Edelman, Salisbury, Dahl, Hecl, Miliband, Truman, Mills; Kingdon, Chapter 1: “How Does an Idea’s Time Come?” pp. 1-20. Winter, Trade-Offs, entire, pp. 1-124. |
| Friday Rocky Moment: “What is the Public Policy Minor?” | |

II. Making Public Policy: The Process, Structure, and Context of Policymaking

WEEK 3: Wednesday, January 17
*Thursday, January 18
Friday, January 19
(No class on Monday, January 15:
MLK, Jr. holiday)

Readings: Theodoulou and Kofinis, Chapters 3,6-9:
“The Where: Institutional Structure,”
“Problem Identification,” “Agenda
Setting,” “Policy Design and Formu-
lation,” “Policy Adoption,” pp. 36-53,
99-165;
Theodoulou and Cahn, eds., Chapters
12-15: Cobb and Elder, Kingdon,
Lindblom, Schulman;
Kingdon, Chapter 4: “Processes,” pp.
71-89.

Friday Rocky Moment:
“What are Agora, Poli-Talk, Daniel
Webster Legal Society, and Women
in Leadership?”

PAPER #1 DUE ON FRIDAY, JANUARY 19.

WEEK 4: Monday, January 22
Wednesday, January 24
Friday, January 26
Monday, January 22: Guest Speaker--
Ms. Leah Daughtry, Chief of Staff,
Democratic National Committee,
“Competing Values and Policymaking.”

Readings: Theodoulou and Kofinis, Chapters 10-
12: “Policy Implementation,” “Policy
Evaluation,” “Policy Change or
Termination,” pp. 166-219;
Kingdon, Chapters 5-6: “Problems,”
“The Policy Primeval Soup,” pp. 90-
144;
Theodoulou and Cahn, eds., Chapters
16-21: Bardach, Majone and
Wildavsky, Sabatier and Mazmanian,
Nachmias, Nagel, Rubin.

Friday Rocky Moment:
“What is the Policy Research Shop?”

WEEK 5: Monday, January 29
Wednesday, January 31
Friday, February 2

Readings: Oldmixon, Uncompromising Positions,
entire, pp. 1-192.

**MIDTERM EXAMINATION ON FRIDAY,
FEBRUARY 2.**

III. The Players: Institutional and Non-Institutional Actors

WEEK 6: Monday, February 5
Wednesday, February 7
*Thursday, February 8
(No class on Friday, February 9:
Winter Carnival Weekend)

Readings: Kingdon, Chapter 2: “Participants on the
Inside of Government,” pp. 21-44;
Theodoulou and Kofinis, Chapter 4: “The
Who: The Policymaking Actors,” pp. 55-
76;
Theodoulou and Cahn, eds., Chapters 23-
31: Fiorina, Mayhew, Light, Wildavsky,
Wilson, Weber, Meier, Baum, Glazer.
Shambaugh and Weinstein, The Art of
Policymaking, entire, pp. 1-174.

WEEK 7: Monday, February 12
Wednesday, February 14
Friday, February 16

Readings: Kingdon, Chapter 3: "Outside the Government, But Just Not Looking In," Theodoulou and Cahn, eds., Chapters 32-36: Iyengar and Kinder, Graber, Eldersveld, Berry, Sabato.

Friday Rocky Moment:
"What is Civic Skills Training?"

PAPER #2 DUE ON FRIDAY, FEBRUARY 16.

IV. The Policy Game: Rules, Strategies, Culture, and Resources

WEEK 8: Monday, February 19
Wednesday, February 21
Friday, February 23

Readings: Kingdon, Chapters 7-8: "The Political Stream," "The Policy Window and Joining the Stream," pp. 145-195; Theodoulou and Cahn, eds., Chapters 38-42: Beard, Hamilton/Madison/Jay, Rogin, Bowles and Gintis, Friedman; Miller and Barnes, eds., Making Policy, Making Law, Parts I and II, pp. 3-106.

Friday Rocky Moment:
"What are Rocky Leadership Fellows?"

WEEK 9: Monday, February 26
Wednesday, February 28
Friday, March 2

Readings: Theodoulou and Kofinis, Part III: Policy Arenas: Exploring the Policy Process, Chapters 13-18, pp. 226-320; Miller and Barnes, eds., Making Policy, Making Law, Part III, pp. 107-219.

Friday Rocky Moment:
"What is the Rocky First Year Initiative?"

WEEK 10: Monday, March 5
Wednesday, March 7

Readings: Kingdon, Chapters 9-10: "Wrapping Things Up," "Some Further Reflections," pp. 196-230; Theodoulou and Cahn, eds., Chapters 43-46: Neustadt, Edelman, Dahl, Domhoff; Theodoulou and Kofinis, Chapter 19: "Understanding Choices and Decisions," pp. 322-329.

PAPER #3 DUE ON MONDAY, MARCH 5.

FINAL EXAMINATION: Saturday, March 10, 3:00pm.