

San Francisco State University  
Fall 2005

**PA 715-01**  
**Seminar on the Politics of Policy Making and Implementation**  
Mondays 7:00 – 9:45 PM  
Burk Hall, room 1

Professor: Sheldon Gen  
Office: HSS room 235  
Hours: Mondays, Tuesdays, Wednesdays 6:00-7:00 PM, and by appointment.  
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*“People should not know how their laws or sausages are made.” - Otto Von Bismark*

*“Democracy is not a spectator sport.” - unknown*

### **Introduction**

Public administrators – both in the public and non-profit sectors – carry out public policies. This begs several questions. What is public policy? How are they made? Who has the real power to make them? Can I influence policies? Once they’re made, how are they implemented? Do they ever meet their goals? Do they ever go away?

At the core of these questions is the study of the processes of policy development. This course is designed to provide you an overview of the life of policies, from idea and development through implementation and, sometimes, termination. It will introduce you to frameworks for thinking about public policies and how they’re made. It also introduces you to sub-fields in public policy that you may choose to study further in the future: policy analysis, decision science, program evaluation, policy implementation, public participation, etc. *By understanding the policy process and the players in it, you will be better able to participate in it more effectively in your professional and personal lives.* This is the underlying goal of the course.

### **Objectives**

The objectives of this class are three-fold:

1. To study the life of public policies, from conception to termination, and to survey the political processes by which they develop
2. To apply this knowledge toward the political analysis of public policies
3. To survey a broad range of current public policy issues
4. To explore ways you can influence policy

### **Procedure**

The objectives will be met through readings, class discussions and activities, and assignments. Assigned readings should be completed prior to the class meetings in which they are listed. This will facilitate class discussions and activities. Lectures and readings will supplement each other. They are not substitutes for each other. Thus, class participation is critical to your success in this course and will enhance the learning of your classmates. Specifics elements of these procedures are as follows:

## Grading

Your final grade in the class will be based upon four types of activities described below. Details on these will be discussed in class.

- *Book report, synthesis, and teaching (25%)*: Select a seminal book, review it, and teach its fundamental contents to the class. A written report will be required.
- *Two memoranda (10% for first, 15% for second)*: The first will ask you to detail an effective means of changing a public policy. The second will be an analysis of a public policy case study. You will choose one of three case studies to analyze the stakeholders in the case and their motives and influences on the policy process. You will also discuss your analysis in a small group.
- *Policy briefing (25%)*: You will research and develop a descriptive political analysis on any policy issue you wish. An oral presentation will also be required.
- *Class participation (25%)*. You are expected to participate in class discussions by describing your experiences and opinions, asking questions, and evaluating your classmates' presentations and arguments.

In general, your grade for each assignment will follow these guidelines:

Grade	Standard
A (90-100%)	Meets <b>all</b> requirements of the assignment in a sound, clear, thorough, and professionally presented manner.
B (80-89%)	Meets <b>almost all</b> of the requirements in a sound, clear, thorough, and professionally presented manner; <b>or</b> meets all of the requirements but lacks soundness, clarity, thoroughness, or professional presentation
C (70-79%)	Meets <b>some</b> of the requirements in a sound, clear, thorough, and professionally presented manner; <b>or</b> meets all of the requirements but lacks a combination of soundness, clarity, thoroughness, or professional presentation
D or F (<70%)	Less than the standard for "C". Both of these grades are failing.

## Texts and Readings

The required texts are as follows:

- (T&C) Theodoulou, S.Z. & Cahn, M.A. (1995). *Public Policy: The Essential Readings*. Prentice Hall: Englewood Cliffs, NJ.
- (T&K) Theodoulou, S.Z. & Kofinis, C. (2004). *The Art of the Game: Understanding American Public Policy Making*. Thomson Wadsworth: Belmont, CA.
- (Case study) One of three cases studies to be purchased directly from The Case Program of the John F. Kennedy School of Government (\$2.75 each, downloaded at <http://www.ksgcase.harvard.edu/>):
  - "Against All Odds: The Campaign in Congress for Japanese American Redress." Case number 1006.0
  - "No Prison in East L.A.! The Birth of a Grassroots Movement." Case numbers 1541.0 and 1541.1
  - "Shrinking the Policy Process: The Press and the 1980 Love Canal Relocation." Case number 644
- An additional book for your book report. Not all of the books on the reading list are available at the SFSU library, therefore you should expect to purchase the book you will review.

Other required readings are available on the course website, and are as follows:

- Allison, G. (1969). "Conceptual models and the Cuban missile crisis." *The American Political Science Review*. 63:3, 689-718.
- Berry, F. & Berry, W. (1999). "Innovation and diffusion models in policy research." In *Theories of the Policy Process*, edited by P. Sabatier. Westview Press. Pages 169-200.
- Cohen, M., March, J. & Olsen, J. (1972). "A garbage can model of organizational choice." *Administrative Science Quarterly*, 17(1): 1-25.
- Commonwealth Club of California (2005). "The State Initiative Process." Clark Reporting.
- Kull, S., Ramsay, C., & Lewis, E. (2003). "Misperceptions, the media, and the Iraq war." *Political Science Quarterly*, 118(4): 569-598.

- True, J., Jones, B., & Jenkins-Smith, H. (1999). "Punctuated equilibrium theory: explaining stability and change in American policymaking." In *Theories of the Policy Process*, edited by P. Sabatier. Westview Press. Pages 97-116.

You are also required to read your classmates book reviews ahead of the scheduled presentations. They will be posted on the class website 5 days before their presentations. Finally, you will also be expected do additional research for your policy briefing.

### Technology Requirements

This course includes significant online components, including a course website on iLearn (also known as Moodle), a learning management system. Also, email will be an important mode of communication. For these purposes, there are a few technology requirements for all students:

- Your official SFSU email account. I will send email messages to you at this account, so check it regularly.
- Access to the internet (if you don't have it at home, you can use any computer lab on campus). I strongly recommend using Mozilla's Firefox browser, because it is more secure than other browsers, it best reads iLearn, and the university is moving toward Firefox in its computer labs. You can download Firefox for free at [www.mozilla.org](http://www.mozilla.org). I do not recommend accessing iLearn through AOL's browser.
- Adobe Acrobat reader. Many of the postings on the class website are formatted as pdf files. You need Acrobat reader to read these files. If you do not already have it on your computer, you can download the reader for free at [www.adobe.com](http://www.adobe.com). All university computers have this reader.

### Schedule

<b>Week Date</b>	<b>Readings source (chapters)</b>	<b>Topics</b>	<b>Activities, "Lectures"</b>	<ul style="list-style-type: none"> <li>▪ <b>Book reports due</b></li> <li>○ <b>Other assignments due</b></li> </ul>
<b><i>Part 1: Foundations of Public Policy</i></b>				
1 29 August		Why study the policy process?	<ul style="list-style-type: none"> <li>- Introductions</li> <li>- Schedule book reports</li> <li>- iLearn introduction</li> <li>- "I'm Just a Bill"</li> </ul>	
2 5 September			<ul style="list-style-type: none"> <li>- Holiday (no class)</li> </ul>	
3 12 September	T&K (1, 2) T&C (1, 3, 4, 5)	Definitions and typologies	<ul style="list-style-type: none"> <li>- "What policies <i>do</i>"</li> <li>- Discussion on policy briefings</li> <li>- Assign memorandum #1</li> </ul>	
<b><i>Part 2: Players in the Process</i></b>				
4 19 September	T&K (3) T&C (22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 39, 43); book reviews	Government players	<ul style="list-style-type: none"> <li>- "Separation of powers, checks and balances"</li> <li>- "The institutional model, and the forgotten branches"</li> </ul>	<ul style="list-style-type: none"> <li>▪ Baker 2000</li> <li>▪ Goodsell 1994</li> <li>▪ Pacelle 2001</li> <li>▪ Cohen 1997</li> <li>○ Memorandum #1 due</li> </ul>
5 26 September	T&K (4) T&C (8, 32, 33, 36, 41, 42); Kull et al. 2003; book reviews	Commercial players and markets	<ul style="list-style-type: none"> <li>- "Roles and controversies of the media in the policy process"</li> <li>- Video: <i>Outfoxed</i></li> <li>- Policy briefing topics due</li> </ul>	<ul style="list-style-type: none"> <li>▪ Herman &amp; Chomsky 2002</li> <li>▪ Linskey 1988</li> <li>▪ Birnbaum 1994</li> <li>▪ Vernon et al. 1991</li> </ul>
6 3 October	T&C (7, 9, 34, 35); book reviews	Parties, special interests, groups	<ul style="list-style-type: none"> <li>- "The roles of lobbyists"</li> <li>- Assign memorandum #2</li> </ul>	<ul style="list-style-type: none"> <li>▪ Ferguson 1995</li> <li>▪ Aldrich 1995</li> <li>▪ Olsen 1965</li> <li>▪ Garson 1978</li> </ul>

Week Date	Readings source (chapters)	Topics	Activities, "Lectures"	<ul style="list-style-type: none"> <li>▪ Book reports due</li> <li>○ Other assignments due</li> </ul>
7 10 October	T&C (10, 38, 44, 45, 46); Commonwealth Club of CA; book reviews	Pluralists and elites	- "Your influence on the policy process" - Video <i>Manufacturing Consent</i> , or Guest speaker from MoveOn.org	<ul style="list-style-type: none"> <li>▪ Putnam 1976</li> <li>▪ Edelman 1964</li> <li>▪ Dahl 1967</li> </ul>
8 17 October	Case study T&K (5) Field trip: Garden of Remembrance	Review	- Groups 1, 2: review of players and preview of processes - Groups 3, 4: no class; work on policy briefing	<ul style="list-style-type: none"> <li>○ Memorandum #2 due <ul style="list-style-type: none"> <li>○ group 1 at 7:00</li> <li>○ group 2 at 8:20</li> </ul> </li> </ul>
9 24 October	Case study T&K (5) Field trip: Garden of Remembrance	Review	- Groups 3, 4: review of players and preview of processes - Groups 1, 2: no class; work on policy briefing	<ul style="list-style-type: none"> <li>○ Memorandum #2 due <ul style="list-style-type: none"> <li>○ group 3 at 7:00</li> <li>○ group 4 at 8:20</li> </ul> </li> </ul>
<b>Part 3: The Policy Cycle and Other Models of the Policy Process</b>				
10 31 October	T&K (6, 7, 8) T&C (11, 12, 13, 15); Cohen et al. 1972; book reviews	Agenda setting, and policy formulation	- <b>Online class; no meeting</b> - "Measuring the policy cycle"	<ul style="list-style-type: none"> <li>▪ Kingdon 1984</li> <li>▪ Birkland 1997</li> <li>▪ Gregory &amp; Keeny 1994, Weimer 1992, and select articles on formulation</li> </ul>
11 7 November	T&K (9, 19) T&C (14); book reviews	Decision making	- <b>Online class; no meeting</b> - "The rational framework for policy analysis"	<ul style="list-style-type: none"> <li>▪ March 1994</li> <li>▪ Weiss &amp; Bucuvalas 1980</li> <li>▪ Simon 1945</li> <li>▪ Stone 1997</li> </ul>
12 14 November	T&K (10) T&C (16, 17, 18); book reviews	Implementation	- "How laws become enforced" - Video: <i>Remembering the Cuban Missile Crisis</i>	<ul style="list-style-type: none"> <li>▪ Bardach 1977</li> <li>▪ Lipsky 1980</li> <li>▪ Pressman &amp; Wildavsky 1984</li> <li>▪ Wilson 1989</li> </ul>
13 21 November	T&K (11, 12) T&C (19, 20); Allison 1969; book reviews	Evaluation; critique of the policy cycle; other models of policy process	- "Critique of the policy cycle" - "Mapping the frameworks and theories of the policy process"	<ul style="list-style-type: none"> <li>▪ Majone 1989</li> <li>▪ Easton 1965</li> <li>▪ Allison 1999</li> </ul>
14 28 November	True et al. 1999; Berry & Berry 1999; book reviews	Other models of policy process	- "Which model is right?"; review of memorandum #1 - Guest speaker: GAO's Shannon Groff	<ul style="list-style-type: none"> <li>▪ Baumgartner &amp; Jones 1993</li> <li>▪ Sabatier 1993</li> </ul>
<b>Part 4: Survey of Policy Issues</b>				
15 5 December		Policy symposia		<ul style="list-style-type: none"> <li>○ Briefing papers due</li> <li>○ Oral briefings</li> <li>○ Course evaluations</li> </ul>
16 12 December		Policy symposia		<ul style="list-style-type: none"> <li>○ Oral briefings</li> </ul>

## **Policies**

(How could a class on public policy be complete without its own policies?) The overwhelming majority of students in our MPA program need no reminder of these policies. To the very few that do, they are simply incentives to put forth your very best professional effort in all your work in this course.

### Class attendance

Absences will reduce your grade. Class time will include lectures and several learning activities that cannot be gained by other means. Students are expected to attend all classes, be on time for class and stay for the entire length of class unless cleared with the professor in advance.

### Submission of assignments

Written assignments should be submitted in hardcopy to the instructor, unless otherwise noted. Assignments turned in after the due dates will be accepted, but *severely* marked down. Assignments submitted by the next class meeting after the due dates will be marked down 20%; thereafter, 50% .

### Academic misconduct

Cheating and plagiarism are contrary to the mission of the university and are never tolerated. Students who display inappropriate conduct, including cheating and plagiarism, may be subject to disciplinary action as provided in Title 5, California Code of Regulations. Any student may be expelled, suspended, placed on probation, or given a lesser sanction for discipline problems. The Student Discipline Officer, housed in the Dean of Students Office, is responsible for administering the Student Disciplinary Procedures for the California State University and should be contacted for further information.

Whenever words are taken directly from another author without quotation marks and direct attribution to the author, it constitutes plagiarism which is a serious and punishable offense at this university. Please ensure that your papers are written in your own words, that ideas and facts taken from others are clearly attributed to them, and that anything taken verbatim from another source is enclosed in quotation marks and cited using the APA or MLA format. Direct quotes from another author should be used sparingly, and only when the point you are making is stated best by using someone else's words.

### University policies

All university policies still apply to this class, of course. Pay particular attention to the University's policies on "Principles of Conduct for a Multicultural University," which can be found in the latest edition of *Gatoraid*.

### Changes to syllabus

This syllabus is subject to change, depending upon the circumstances and needs of the class.

### Professor's obligations to you

To complement your best efforts in this class, I am obligated to give you my best efforts in honing your knowledge and analysis policy processes. This includes the academic and pedagogic structure for learning, accessibility, and constructive feedback.