

## *EVSS/PUBA 602: Public Policy*

*College of Charleston*

*Fall 2017*

*Time:* M 5:30pm–8:15pm

*Place:* Maybank, 111

*Instructor:* Professor Matthew Nowlin

*Email:* [nowlinmc@cofc.edu](mailto:nowlinmc@cofc.edu)

*Office Hours:* Wednesdays 1–3 p.m. and by appointment 114 Wentworth, Office 107

### *Course Description*

**EVSS:** This course seeks to develop a firm understanding of the public policy-making process in the United States. Students study policy making through various perspectives on implementation. The roles of major institutions including the executive, legislative and judicial branches of government, the bureaucracy and interest groups in this process are addressed. Includes various perspectives and interpretations of policymaking, including incrementalism, rationalism, pluralism and elitism. Selected areas of public policy, including transportation, poverty, energy and the environment are used to illustrate both the process and the different perspectives.

**PUBA:** This course examines the activities of individuals, groups, and institutions that define or ignore public problems, participate or fail to participate in political struggles over these problems and confront or avoid opportunities to develop and implement solutions. The implications of these complexities for public employees and public management are emphasized.

Class sessions will be *lecture* and *discussion* based. Being able to adequately participate requires you to come to class prepared by having done the assigned readings prior to class. In addition, you should be prepared to participate in class by asking questions and making informed comments that add to the class discussion.

**All phones, tablets, and laptops must remain put away** unless you are asked to use them for class purposes. *Notes should be taken by hand, with pen and paper. You learn better that way. You should take hand-written notes on the readings AND/OR bring a printed copy of your discussion paper to class to help your participation in class.*

### *Learning Outcomes*

The Masters of Public Administration accrediting body, the Network of Schools of Public Policy, Administration, and Affairs (NASPAA) requires that we assess our students' mastery of the following required competencies:

- Lead and manage in public governance
- Participate in and contribute to the public policy process
- Analyze, synthesize, think critically, solve problems, and make decisions
- Articulate and apply a public service perspective
- Communicate and interact productively with a diverse and changing workforce and citizenry

Each of these competencies will be addressed throughout this course, however the most emphasis will be placed on developing students abilities to a) participate in and contribute to the public policy process, and to b) analyze, synthesize, think critically, solve problems, and make decisions.

In addition, this course has several specific learning objectives.

- Gain an introductory understanding of the academic field of public policy
- Gain a general understanding of the major policy process theories
- Develop a detailed understanding of one substantive area of public policy
- Gain a practical understanding of how the theories of the policy process can help understand and explain a substantive policy area
- Develop oral, written, and group communication skills

These objectives will be achieved through critically reading the course readings; by actively participating in and leading in-class discussions; and by completing a policy memo about a particular substantive policy area.

### *Required Texts*

The following texts are required, additional readings will be listed on the schedule below, and will be available on [OAKS](#).

- Birkland, Thomas A. 2016. *An Introduction to the Policy Process: Theories, Concepts, and Models of Public Policy Making*. Routledge. 4th Edition.
  - Sabatier, Paul and Christopher Weible (eds). 2014. *Theories of the Policy Process*. Westview Press. 3rd Edition.
- Available as an eBook on [OAKS](#)

### *Additional Readings*

For most weeks, readings will be categorized as core readings and discussion readings.

- **Core Readings (Required):** The core readings detail theoretical concepts and will be covered by lecture.
- **Discussion Readings (Required):** The discussion readings are largely applications of theoretical concepts. They will be covered through class discussion, lead by assigned discussion leaders.

The reading assignments can be found in the schedule below.

### *Course Requirements and Grading*

Performance in this course will be evaluated on the basis of 10 discussion papers, being a discussion leader, a policy memo, and class participation. Points will be distributed as follows:

Instructions for each assignment will be placed on OAKS. Due dates are in the schedule below.

Assignment	Possible Points
Discussion Papers (10 at 15 pts each)	150 points total
Discussion Questions (10 set of 3 questions at 5 pts each)	50 points total
Discussion Leader	100 points
Policy Memo Proposal	50 points
Policy Memo	250 points
Attendance/Participation	100 points
Total	700 points

*There are 700 possible points for this course. Grades will be allocated based on your earned points and calculated as a percentage of 700*

A = 90 to 100%; B+ = 87 to 89%; B = 80 to 86%; C+ = 77 to 79%; C = 70 to 76%; F = 69% and below

### *Attendance and Participation*

Attendance is expected and mandatory for this course. Attendance will be taken at each session. You are allowed to miss one class without penalty. You will lose 20 points for each absence after the first.

Students are expected to participate in the course by asking questions, providing thoughtful comments, and through making contributions to the discussion portion of class. **Class discussion should be better than it would have been had you not attended.** Note that the professor has final say over what does or does not count as adequate participation.

### *Course Schedule and Readings Fall 2017*

**Subject To Change.** All changes will be announced in class.

I strongly recommended reading in the order listed.

*All readings listed below are required.* Apart from the books, additional readings will also be made available on [OAKS](#) either on the **Reading List** link or as a **pdf**. Readings can be found under Content -> Readings.

I also provide several links to Paul Cairney's excellent series of blog posts of [key policy theories and concepts in 1000 words](#). The blog posts are required reading and should be mentioned in your discussion papers. Professor Cairney also provides podcasts on many of his blog posts, however those are not required, but certainly recommended.

- **Core Readings:** The core readings detail theoretical concepts and will be covered by lecture.
- **Discussion Readings:** The discussion readings are largely applications of theoretical concepts. They will be covered through class discussion, lead by assigned discussion leaders.

### BOOKS

**Birkland:** Birkland, Thomas A. 2016. *An Introduction to the Policy Process: Theories, Concepts, and Models of Public Policy Making*. M.E. Sharpe. 4th Edition

**SW:** Sabatier, Paul and Christopher Weible (eds). 2014. *Theories of the Policy Process*. Westview Press. 3rd Edition.

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### AUGUST 28TH: INTRODUCTION AND COURSE OVERVIEW

- [What is Policy?](#)
- [12 Things to Know about Studying Public Policy](#)

## SEPTEMBER 4TH: POLICY PROCESS THEORY

- *Core Readings:*
  - **Birkland**, Chap 1, *Introducing the Policy Process*.
  - **Birkland**, Chap 2, *Elements of the Policy Making System* (only read pgs. 27-30)
  - **Birkland**, Chap 7, *Policies and Policy Types*
  - **The Policy Cycle and its Stages**
  - Dye, Thomas R. 2013. *Models of Politics: Some Help in Thinking About Public Policy*, **pdf** on **OAKS**.
  - **SW** Chap 1, *Introducing the Scope and Focus of Policy Process Research and Theory* (only read pgs. 3-9)

## SEPTEMBER 11TH: INSTITUTIONS

- *Core Readings:*
  - **Birkland** Chap 3, *The Historical and Structural Contexts of Public Policy Making*. (skim and read as needed)
  - **Birkland** Chap 4, *Official Actors and Their Roles in Public Policy*
  - **Institutions and New Institutionalism**
  - Shepsle, Kenneth A. 2010. from *Analyzing Politics: Rationality, Behavior, and Institutions*. These chapters are on **OAKS**
    - \* *Institutions: General Remarks*, pgs. 355-368. (skim)
    - \* *Bureaucracy and Intergovernmental Relations*, pgs. 407-441.
- **Discussion Paper 1 due**

## SEPTEMBER 18TH: ACTORS AND SUBSYSTEMS

- *Core Readings:*
  - **Birkland** Chap 5, *Unofficial Actors and Their Roles in Public Policy*
  - **Networks, Sub-government, and Communities**
  - Lowery, David, and Virginia Gray. 2004. “A Neopluralist Perspective on Research on Organized Interests.” *Political Research Quarterly* 57(1): 163–75, **Reading List** on **OAKS**
  - McCool, Daniel. 1998. “The Subsystem Family of Concepts: A Critique and a Proposal.” *Political Research Quarterly* 51(2): 551–70, **Reading List** on **OAKS**
  - Nowlin, Matthew C. 2016. “Policy Change, Policy Feedback, and Interest Mobilization: The Politics of Nuclear Waste Manage-

ment.” *Review of Policy Research* 33(1): 51–70, **Reading List** on [OAKS](#)

- **Discussion Paper 2 due**

SEPTEMBER 25TH: AGENDA SETTING AND THE MULTIPLE STREAMS APPROACH

- *Core Readings:*

- **Birkland** Chap 6, *Agenda Setting, Power, and Interest Groups*
- [Multiple Streams Analysis](#)
- **SW** Chap 2: Zahariadis, *Ambiguity and Multiple Streams*

- *Discussion Readings:*

- Liu, Kinsheng, Eric Lindquist, and Arnold Vedlitz. 2011. “Explaining Media and Congressional Attention to Global Climate Change, 1969-2005: An Empirical Test of Agenda-Setting Theory.” *Political Research Quarterly* 64(2): 405–19, **Reading List** on [OAKS](#)
- Yusuf, Juita-Elena (Wie), Katharine Neill, Burton St John, Ivan K. Ash, and Kaitrin Mahar. 2016. “The Sea Is Rising... but Not Onto the Policy Agenda: A Multiple Streams Approach to Understanding Sea Level Rise Policies.” *Environment and Planning C: Government and Policy* 34: 228–43, **Reading List** on [OAKS](#)
- Fleming, Anthony K., Paul E. Rutledge, Gregory C. Dixon, and J. Salvador Peralta. 2016. “When the Smoke Clears: Focusing Events, Issue Definition, Strategic Framing, and the Politics of Gun Control.” *Social Science Quarterly* 97(5): 1144-56, **Reading List** on [OAKS](#)

- **Discussion Paper 3 due**

- **Discussion Leaders**

OCTOBER 2ND: PUNCTUATED EQUILIBRIUM

- *Core Readings:*

- Baumgartner, Frank R., and Bryan D. Jones. 1991. “Agenda Dynamics and Policy Subsystems.” *The Journal of Politics* 53(4): 1044–74, **Reading List** on [OAKS](#)
- **SW** Chap 3: Baumgartner, Jones, and Mortensen, *Punctuated Equilibrium Theory: Explaining Stability and Change in Public Policymaking*.

- Punctuated Equilibrium Theory

- *Discussion Readings:*

- Jones, Bryan D., Tracy Sulkin, and Heather A. Larsen. 2003. “Policy Punctuations in American Political Institutions.” *The American Political Science Review* 97(1): 151–69, **Reading List** on [OAKS](#)
- Green-Pedersen, Christoffer, and Michelle Wolfe. 2009. “The Institutionalization of Environmental Attention in the United States and Denmark: Multiple versus Single-Venue Systems.” *Governance* 22(4): 625–646, **Reading List** on [OAKS](#)
- Kwak, Sunjoo. 2017. “‘Windows of Opportunity,’ Revenue Volatility, and Policy Punctuations: Testing a Model of Policy Change in the American States.” *Policy Studies Journal* 45(2): 265–88, **Reading List** on [OAKS](#)

- **Discussion Paper 4 due**

- **Discussion Leaders**

#### OCTOBER 9TH: ADVOCACY COALITION FRAMEWORK

- *Core Readings:*

- **SW** Chap 6: Jenkins-Smith, Nohrstedt, Weible, and Sabatier, *The Advocacy Coalition Framework: Foundations, Evolution, and Ongoing Research*
- [The Advocacy Coalition Framework](#)
- [Why Advocacy Coalitions Matter and How to Think about Them](#)

- *Discussion Readings:*

- Weible, Christopher M. 2007. “An Advocacy Coalition Framework Approach to Stakeholder Analysis: Understanding the Political Context of California Marine Protected Area Policy.” *Journal of Public Administration Research and Theory* 17(1): 95–117, **Reading List** on [OAKS](#)
- Pierce, Jonathan J. 2016. “Advocacy Coalition Resources and Strategies in Colorado Hydraulic Fracturing Politics.” *Society & Natural Resources* 29(10): 1154–68, , **Reading List** on [OAKS](#)
- Kukkonen, Anna, Tuomas Ylä-Anttila, and Jeffrey Broadbent. 2017. “Advocacy Coalitions, Beliefs and Climate Change Policy in the United States.” *Public Administration*, Forthcoming, **pdf** on [OAKS](#)

- **Discussion Paper 5 due**
- **Discussion Leaders**

OCTOBER 16TH: FALL BREAK

OCTOBER 23RD: NARRATIVE POLICY FRAMEWORK

- *Core Readings:*
  - **SW** Chap 7: McBeth, Jones, and Shanahan, *The Narrative Policy Framework*
  - [Critical Policy Studies and the Narrative Policy Framework](#)
  - [Telling Stories that Shape Public Policy](#)
- *Discussion Readings:*
  - Shanahan, Elizabeth A., Michael D. Jones, Mark K. McBeth, and Ross R. Lane. 2013. “An Angel on the Wind: How Heroic Policy Narratives Shape Policy Realities.” *Policy Studies Journal* 41(3): 453–83, **Reading List** on [OAKS](#)
  - Jones, Michael D. 2014. “Cultural Characters and Climate Change: How Heroes Shape Our Perception of Climate Science.” *Social Science Quarterly* 95(1): 1–39, **Reading List** on [OAKS](#)
  - Jones, Michael D. 2014. “Communicating Climate Change: Are Stories Better than ‘Just the Facts’?” *Policy Studies Journal* 42(4): 644–73, **Reading List** on [OAKS](#)

- **Discussion Paper 6 due**
- **Discussion Leaders**

OCTOBER 30TH: POLICY LEARNING AND DIFFUSION

- *Core Readings:*
  - **SW** Chap 9: Berry and Berry, *Innovation and Diffusion Models in Policy Research*
  - [Policy Learning and Transfer](#)
  - [The Intersection Between Evidence and Policy Transfer](#)
- *Discussion Readings:*
  - Grossback, Lawrence J, Sean Nicholson-Crotty, and David A. M Peterson. 2004. “Ideology and Learning in Policy Diffusion.” *American Politics Research* 32 (5): 521–45, **Reading List** on [OAKS](#)



- Boushey, Graeme. 2012. “Punctuated Equilibrium Theory and the Diffusion of Innovations.” *Policy Studies Journal* 40(1): 127–46, **Reading List** on [OAKS](#)
- Shipan, Charles R., and Craig Volden. 2014. “When the Smoke Clears: Expertise, Learning and Policy Diffusion.” *Journal of Public Policy* 34(3): 357–87, **Reading List** on [OAKS](#)

- **Discussion Paper 7 due**

- **Discussion Leaders**

#### NOVEMBER 6TH: THE INSTITUTIONAL ANALYSIS AND DEVELOPMENT FRAMEWORK AND SOCIAL-ECOLOGICAL SYSTEMS

- *Core Readings:*

- **SW** Chap 8: Ostrom, Cox, and Schlager, *An Assessment of the Institutional Analysis and Development Framework and Introduction of the Social-Ecological Systems Framework*
- Anderies, John M., Macro A. Janssen, and Elinor Ostrom. 2004. “A Framework to Analyze the Robustness of Social-Ecological Systems from an Institutional Perspective.” *Ecology and Society* 9(1): 18, **pdf** on [OAKS](#)
- [How to Navigate Complex Policy Designs](#)

- *Discussion Readings:*

- Imperial, Mark T., and Tracy Yandle. 2005. “Taking Institutions Seriously: Using the IAD Framework to Analyze Fisheries Policy.” *Society & Natural Resources* 18(6): 493–509, **Reading List** on [OAKS](#)
- Ostrom, Elinor. 2010. “Beyond Markets and States: Polycentric Governance of Complex Economic Systems.” *American Economic Review* 100: 641–72, **Reading List** on [OAKS](#)
- Orach, Kirill, and Maja Schlüter. 2016. “Uncovering the Political Dimension of Social-Ecological Systems: Contributions from Policy Process Frameworks.” *Global Environmental Change* 40(September): 13–25, **Reading List** on [OAKS](#)

- **Discussion Paper 8 due**

- **Discussion Leaders**

#### NOVEMBER 13TH: POLICY DESIGN AND IMPLEMENTATION

- *Core Readings:*

- **Birkland** Chap 9, *Policy Design and Policy Tools*

- The Social Construction of Target Populations
- **SW** Chap 4: Schneider, Ingram, and deLeon, *Democratic Policy Design: Social Construction of Target Populations*
- **Birkland** Chap 10, *Policy Implementation, Failure, and Learning* (only read pgs. 331-342).
- *Discussion Readings:*
  - May, Peter J. 2012. *Policy Design and Implementation*, **pdf** on [OAKS](#)
  - Reich, Gary, and Jay Barth. 2010. “Educating Citizens or Defying Federal Authority? A Comparative Study of In-State Tuition for Undocumented Students.” *Policy Studies Journal* 38(3): 419–45, **Reading List** on [OAKS](#)
  - O’Toole, Laurence J. 2012. *Interorganizational Relations and Policy Implementation*, **pdf** on [OAKS](#)
- **Discussion Paper 9 due**
- **Discussion Leaders**

#### NOVEMBER 20TH: POLICY ANALYSIS AND EVALUATION

- *Core Readings:*
  - **Birkland** Chap 8, *Decision-Making and Policy Analysis*
  - Smith and Larimer. 2013. Chap 5, *What Should We Do? The Field of Policy Analysis*, **Reading List** on [OAKS](#)
  - Smith and Larimer Chap 6, *What Have We Done? Impact Analysis and Program Evaluation*, **Reading List** on [OAKS](#)
  - [Success and Failure \(Evaluation\)](#)
- *Discussion Readings:*
  - Carlson, Deven, Robert Haveman, Thomas Kaplan, and Barbara Wolfe. 2011. “The Benefits and Costs of the Section 8 Housing Subsidy Program: A Framework and Estimates of First-Year Effects.” *Journal of Policy Analysis and Management* 30(2): 233–55, **Reading List** on [OAKS](#)
  - Aichele, Rahel, and Gabriel Felbermayr. 2013. “The Effect of the Kyoto Protocol on Carbon Emissions.” *Journal of Policy Analysis and Management* 32(4): 731–57, **Reading List** on [OAKS](#)
  - Cairney, Paul, Kathryn Oliver, and Adam Wellstead. 2016. “To Bridge the Divide between Evidence and Policy: Reduce Ambiguity as Much as Uncertainty.” *Public Administration Review* 76(3): 399–402, **Reading List** on [OAKS](#)

- **Discussion Paper 10 due**
- **Discussion Leaders**

## NOVEMBER 27TH: STAKEHOLDER ENGAGEMENT

- *Core Readings:*
  - Reed, Mark S. 2008. “Stakeholder Participation for Environmental Management: A Literature Review.” *Biological Conservation* 141(10): 2417–31, **Reading List** on [OAKS](#)
  - Weible, Christopher M., and Richard H. Moore. 2010. “Analytics and Beliefs: Competing Explanations for Defining Problems and Choosing Allies and Opponents in Collaborative Environmental Management.” *Public Administration Review* 70(5): 756–66, **Reading List** on [OAKS](#)
  - Elgin, Dallas J., and Christopher M. Weible. 2013. “A Stakeholder Analysis of Colorado Climate and Energy Issues Using Policy Analytical Capacity and the Advocacy Coalition Framework.” *Review of Policy Research* 30(1): 114–133, **Reading List** on [OAKS](#)
  - Fishkin, James, Thad Kousser, Robert C. Luskin, and Alice Siu. 2015. “Deliberative Agenda Setting: Piloting Reform of Direct Democracy in California.” *Perspectives on Politics* 13(4): 1030–1042, **Reading List** on [OAKS](#)

- **Discussion Paper 11 due**

## DECEMBER 4TH: CONCLUSION

- *Core Readings:*
  - Weible, Christopher M., Tanya Heikkila, Peter deLeon, and Paul A. Sabatier. 2012. “Understanding and Influencing the Policy Process.” *Policy Sciences* 45(1): 1–21, **Reading List** on [OAKS](#)
  - Cairney, Paul. 2015. “How Can Policy Theory Have an Impact on Policymaking? The Role of Theory-Led Academic–Practitioner Discussions.” *Teaching Public Administration* 33(1): 22–39, **pdf** on [OAKS](#)

POLICY MEMO DUE DECEMBER 8TH BY 5:00PM

### *Important Information*

#### *Center for Student Learning*

I encourage you to utilize the Center for Student Learning's (CSL) academic support services for assistance in study strategies and course content. They offer tutoring, Supplemental instruction, study skills appointments, and workshops are available to you at no additional cost. For more information regarding these services please visit the CSL [website](#) or call (843) 953-5635.

#### *Students with Disabilities*

The College will make reasonable accommodations for persons with documented disabilities. Students should apply at the [Center for Disability Services](#) located on the first floor of the Lightsey Center, Suite 104. Students approved for accommodations are responsible for notifying me as soon as possible and for contacting me at least one week before any accommodation is needed.

#### *Cheating or Plagiarism*

A grade of zero will be given to anyone cheating on any exam, homework assignment or committing plagiarism in a paper. As commonly defined, plagiarism consists of passing off as ones own ideas, the words, writings, music, graphs/charts, etc that were created by another. In accordance with this definition, you are committing plagiarism if you copy the work of another person and turn it in as your own, even if you have the permission of that person. It does not matter from where the material is borrowed—a book, article, material off the web, another student's paper—all constitute plagiarism unless the source of the work is fully identified and credited. Plagiarism is cheating and a violation of academic and personal integrity and will not be tolerated. It carries extremely serious consequences. To avoid plagiarism it is necessary when using a phrase, a distinctive idea, concept or sentence from another source to reference that source in your text, a footnote, or end-note. Please contact me if you need assistance in citing a source.

#### *Religious Holiday Policy*

It is the policy of the College to excuse absences of students that result from religious observances and to provide without penalty for the rescheduling of examinations and additional required class work that may fall on religious holidays. Please see me immediately if you will need to miss class any time during this semester.