

George Mason University
School of Public Policy

PUBP 502 – Governance and Policy Processes¹

Fall 2007

SYLLABUS

DRAFT – July 5, 2007

Section 502-007 Mondays 4:30 – 7:10 pm.
Room AO-301

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Office Hours

Mondays 3:00-4:00 p.m., Tuesdays 3:00-4:00 p.m., and by appointment.
(I recommend email confirmation that I will be in my office during office hours.)

Course Purpose

This course seeks to provide a broad overview of the governance of the modern democratic nation-state. The focus is on the United States and especially on its institutions of federalism, separated and shared powers, and checks and balances. We wish not only to describe the structures and functions of governance institutions but also to inquire into how those institutions evolved and how they influence public policy outcomes. Advantage is taken of the insights available through detailed comparison of institutions, policies, and outcomes in the United States with those in other democratic countries. A major theme is to understand how and why the United States is significantly different from other democracies. We address some topical issues that are much in the news today—the powers of the President and the Congress, regulation, budgeting, contracting out, accountability, state building, and international governance institutions.

Required Texts

Alesina, Alberto and Edward L. Glaeser, Fighting Poverty in the US and Europe: A World of Difference, Oxford University Press, 2005.

Behn, Robert D., Rethinking Democratic Accountability, Brookings Institution Press, 2001.

¹ This syllabus borrows freely from syllabi prepared for the same course by Profs. James Pfiffner, David Hart, Jack Goldstone, and Mark Rozell, as well as from my experience in teaching PUBP 502 in the past two semesters. I am indebted to the faculty and my students for their contributions.

Fisher, Louis, The Politics of Shared Power: Congress and the Executive, 4th edition, Texas A&M University Press, 1998.

Fukuyama, Francis, State Building: Governance and World Order in the 21st Century, Cornell University Press, 2004.

Kingdon, John W., America the Unusual, Thompson/Wadsworth, 1999.

Sclar, Elliott D., You Don't Always Get What You Pay For: The Economics of Privatization, Cornell University Press, 2001.

Course Requirements and Student Performance

Students are expected to have read all the assignments before each class and, to the extent feasible in a class of this size, to participate actively in the classroom experience by asking questions, making cogent observations, and taking the lead in supporting or opposing the views of others. Effective professional participation in the policy making and governance processes requires vigorous discussion and debate, and the norms of the policy-related professions require respectful attention to the views and preferences of others.

Attendance is expected, as active exchange with colleagues and the instructor add measurably to the value of the learning experience. Missing more than three class sessions may result in a reduced grade for the course.

For each regular class meeting, students will prepare brief written summaries of selected readings assigned for the course. These summaries will be due at the beginning of class. They will be reviewed by the instructor, but will not be individually graded. These summaries should emphasize the author's main points rather than your analysis, critique, or feelings about the work. If done well, these summaries will help you with both class participation and the examinations. Typically, summaries will be approximately one page, double-spaced in length (about 250 words) for each article or other reading. The summaries must be submitted to the instructor as email attachments in Word or WordPerfect.

There will be two written examinations, roughly at the mid-point and the end of the course. The format of the examinations will be determined early in the semester, and may be, for example, open or closed book, in-class or take-home, etc.

The final grade will reflect performance on elements of the course, as follows:

First exam	25%
Second exam	25%
Written summaries	20%
Class participation	30%

Mason Statement on Students with Disabilities

If you are a student with a disability and you need academic accommodations, please see me and contact the Disability Resource Center (DRC) at 993-2474. All academic accommodations must be arranged through the DRC.

SPP Policy on Plagiarism (with Hill's Elaboration)

School of Public Policy Statement on Plagiarism:

The profession of scholarship and the intellectual life of a university as well as the field of public policy inquiry depend fundamentally on a foundation of trust. Thus any act of plagiarism strikes at the heart of the meaning of the university and the purpose of the School of Public Policy. It constitutes a serious breach of professional ethics and it is unacceptable.

Plagiarism is the use of another's words or ideas presented as one's own. It includes, among other things, the use of specific words, ideas, or frameworks that are the product of another's work. Honesty and thoroughness in citing sources is essential to professional accountability and personal responsibility. Appropriate citation is necessary so that arguments, evidence, and claims can be critically examined.

Plagiarism is wrong because of the injustice it does to the person whose ideas are stolen. But it is also wrong because it constitutes lying to one's professional colleagues. From a prudential perspective, it is shortsighted and self-defeating, and it can ruin a professional career.

The faculty of the School of Public Policy takes plagiarism seriously and has adopted a zero tolerance policy. Any plagiarized assignment will receive an automatic grade of "F." This may lead to failure for the course, resulting in dismissal from the University. This dismissal will be noted on the student's transcript. For foreign students who are on a university-sponsored visa (eg. F-1, J-1 or J-2), dismissal also results in the revocation of their visa.

To help enforce the SPP policy on plagiarism, all written work submitted in partial fulfillment of course or degree requirements must be available in electronic form so that it can be compared with electronic databases, as well as submitted to commercial services to which the School subscribes. Faculty may at any time submit student's work without prior permission from the student. Individual instructors may require that written work be submitted in electronic as well as printed form. The SPP policy on plagiarism is supplementary to the George Mason University Honor Code; it is not intended to replace it or substitute for it. See: <http://www.gmu.edu/departments/unilife/deanofstudents/honorcode/#TOP>

Hill's Elaboration:

The SPP Policy on Plagiarism appears in this syllabus as required by the School. I am in full agreement with this policy and, if anything, take an even stronger stance against professional plagiarism in all its forms than this statement presents. It is my hope that every student in SPP would also subscribe to this statement and act accordingly; unfortunately, that would be the triumph of hope over sometimes bitter experience.

It is not all that difficult to avoid falling afoul of this policy. A forthright commitment to two good professional practices will help a great deal. They are:

1. Quote, quote, quote!
2. Cite, cite, cite!

Quote, quote, quote. If, in your professional writing, you include a quotation from the works of others, surround it with quotation marks, or, if it is more than a few lines long, indent the entire block of material and introduce it in such a way that you make clear that it is a quotation. In addition, provide a full citation to the original source of the quoted material. It is not sufficient to incorporate a quotation in your writing and to provide only a citation while not using quotation marks or indenting. [Note that the good professional practices of quotation and citation do not fulfill any legal obligation you may have to obtain written permission from the copyright owner—who is often not the author—to include the material. You may wish to argue for an expansive concept of “fair use,” but unless you have a lot of extra time and money on your hands, you should obtain the permission if you intend to publish your work. While I am not a lawyer, I believe that incorporation of copyrighted material with proper attribution in a paper intended only for one-time classroom use constitutes fair use that does not require permission.]

Cite, cite, cite. If you use ideas, frameworks, concepts, data and the like that are the works of others, provide full citations to the origins of those works. Exactly how such citations are to be handled depends on the style guide you use. Further, it is not always possible to know the “real” origin of an idea, and it is generally acceptable practice to provide a citation to a previously published significant source. If you are in doubt about the standing of a possible source, and to convince yourself that the source you are using was itself accurate, it is sometimes the better practice to follow the citation trail back to something closer to the original.²

Whether the appearance of a particular text or other material constitutes *de facto* evidence of plagiarism is not always easy to determine and sometimes depends on the interpretation of intent by those who read a work suspected of having been based on plagiarized material. An especially difficult gray area can arise when an author makes minor alterations in, or weakly paraphrases, the work of others and treats the result as if it were the author’s own work. As a general rule, the professions hold to a standard under which making minor alterations to texts (such as substituting for or deleting prepositional phrases, changing a few words here and there, rearranging sentences, and the like) does not absolve one of the charge of plagiarism. Thus, it is far better to insert a verbatim quotation with proper attribution than it is to claim that a slightly rewritten version of something previously published is your own work. While there is a difference between including a few lines that you fail to quote or cite and “ripping off” an entire paper or

² Determining the “real” origin of an idea is notoriously difficult and is often not definitive. The literature is replete with citations to what turn out to be secondary sources rather than originals. Life is too short to allow authors to follow every idea they use back its roots, but there is much to be gained by occasionally doing such work in your field. Some ideas and some works become so widely known that citation is no longer necessary. For example, you might refer to Einstein’s Theory of Relativity without citing his article in Annalen der Physik or to Adam Smith’s pin factory without citing The Wealth of Nations.

report, the scholarly community looks askance at any amount of plagiarized work, however limited.

Finally, the SPP statement on plagiarism incorporated above refers to the possibility that your written work may be compared with electronic data bases. Indeed, this may be the case in this section of PUBP 502. However, since it has recently come to my attention that a prominent commercial company that is under contract to the university for this purpose has been adding students' written assignments to its data base without obtaining copyright licenses from student authors and without compensation to them, I will not make use of that service for this course.

Schedule of Classes, Topics, and Readings

Week 1 August 27, 2007

Introduction, Purposes of the Course, Review of Basic U.S. Policy Processes

Week 2 September 3, 2007

NO CLASS – Labor Day Holiday

Week 3 September 10, 2007

The U.S. Constitution/ Separation of Powers/ Federalism

Readings:

(The Constitution and the Federalist Papers are easily accessible on the Web.)
(The Roche and Diamond papers are on JSTOR at the Mason library site.)

Constitution of the United States

Federalist Number 10

Federalist Number 51

Roche, John P., "The Founding Fathers: A Reform Caucus in Action," American Political Science Review, 1961.

Diamond, Martin, "Democracy and The Federalist: A Reconsideration of the Framers' Intent," American Political Science Review, 1959.

Week 4 September 17, 2007

U.S. Political Institutions in Comparative Perspective

Readings:

Kingdon, chapters 1-3

Fukuyama, chapter 1

Alesina and Glaeser, chapters 1 and 2

Week 5 September 24, 2007

American Exceptionalism

Readings:

Kingdon, chapters 4 and 5

Alesina and Glaeser, chapter 5

Week 6 October 1, 2007

American Exceptionalism—The Case of Measures to Address Poverty

Readings:

Alesina and Glaeser, chapters 3, 4, 6-8

Week 7 October 9, 2007

ATTENTION – This class session meets on Tuesday.

The Federal Budgeting Process

Readings:

Office of Management and Budget, Executive Office of the President, “The Budget System and Concepts,” President’s Budget for Fiscal Year 2007, pp.375-396. On the web at: <http://www.whitehouse.gov/omb/budget/fy2007/pdf/concepts.pdf>

Saturno, James V., “The Congressional Budget Process: A Brief Overview,” CRS Report for Congress, updated December 6, 2006. On the web at:

<http://www.house.gov/htbin/crsprodget?/rs/RS20095> NOTE: To get to this web site, you apparently must first go to <http://budget.house.gov/republicans/budgettutorial.htm> From there, click on “CRS Briefing on the Budget Process.”

Committee on the Budget, U.S. House of Representatives, 107th Congress, “Basics of the Budget Process: A Briefing Paper,” 17 pages, February 2001. To read this document, go to <http://budget.house.gov/republicans/budgettutorial.htm> Click on “The Budget Committee’s ‘Budget Basics.’”

Fisher, Chapter 7.

Week 8 October 15, 2007

FIRST EXAMINATION

Week 9 October 22, 2007

Federal Regulatory Agencies—Expertise, Powers and Oversight

Readings:

OMB Watch, “The Administrative Procedure Act,” 3 pages, On the Web at: <http://www.ombwatch.org/article/articleview/176/1/67>

Wikipedia, “Administrative Procedure Act,” 4 pages, On the Web at: http://en.wikipedia.org/wiki/Administrative_procedure_act

Administrative Procedure Act (5 U.S.C. Subchapter II) The text of this act can be found on the web at many places. You can click through to it at the OMB Watch page for the first reading. Another convenient place is at the U.S. National Archives and Records Administration. On the Web at:

<http://www.archives.gov/federal-register/laws/administrative-procedure/>

Please focus on Sections 551, 553, 554, and 556 through 558.

Robert B. Horwitz, “Judicial Review of Regulatory Decisions: The Changing Criteria,” *Political Science Quarterly*, Vol. 109, No. 1, Spring 1994, pp. 133-169. Available through the George Mason University libraries via JSTOR.

Week 10 October 29, 2007

The Separation of Powers in Practice—Making Divided Government Work

Readings:

Fisher, chapters 1-6 and “Epilogue”

Yoo, Christopher S., Steven G. Calabresi and Anthony J. Colangelo, “The Unitary Executive in the Modern Era—1945-2004,” *Iowa Law Review*, 90, pp. 601-731, 2004-2005. Available through HeinOnline through the George Mason University libraries.

NOTE: Focus on pages 601-608 and 722-731.

Fisher, Louis, "The Scope of Inherent Powers," presentation to a conference on Politics and Polarization: The George W. Bush Presidency, Oxford University, May 25-27, 2006, 29-page manuscript. (Circulated to students in PUBP 502 for their use, with permission of the author.)

Week 11 November 5, 2007

The Politics and Economics of Contracting Out

Readings:

Fukuyama, chapter 2

Sclar, all.

Week 12 November 12, 2007

Ensuring Accountability for Public Policy and Expenditures

Readings:

Behn, chapters 1 through 9.

On the Government Performance and Results Act

Dalton, Patricia A., "Results Oriented Government: GPRA Has Established a Solid Foundation for Achieving Greater Results," U.S. General Accounting Office, Testimony before the Subcommittee on Government Efficiency and Financial Management, Committee on Government Reform, U.S. House of Representatives, March 31, 2004. Available on line at: <http://www.gao.gov/new.items/d04594t.pdf>

Roberts, Nancy, "The Synoptic Model of Strategic Planning and the GPRA: Lacking a Good Fit with the Political Context," *Public Productivity & Management Review*, Vol. 23, No. 3. (March 2000), pp. 297-311. (available on JSTOR)

On the Government Accountability Office (formerly the General Accounting Office)

"The Background of GAO" at <http://www.gao.gov/about/history.html>

Skim over agency or agencies of interest at "GAO Products Performance and Accountability Series" at <http://www.gao.gov/pas/2003/>

"About GAO Reports" at <http://www.gao.gov/about/aboutrpt.html>

On the President's Management Agenda

“The President’s Management Agenda” at
<http://www.whitehouse.gov/omb/budget/fy2002/mgmt.pdf>

Skim over miscellaneous information on the President’s Management Agenda at
<http://www.whitehouse.gov/results/agenda/index.html>

The Program Assessment Rating Tool (“PART”) at
<http://www.whitehouse.gov/omb/expectmore/about.html>

On the Federal Inspectors General

IGNet Federal Inspectors General at <http://www.ignet.gov/>

See especially <http://www.ignet.gov/igs/faq1.html>

Week 13 November 19, 2007

State Building

Readings:

Fukuyama, chapters 3 and 4

Week 14 November 26, 2007

Internationalism and the Governance of International Institutions

Readings:

Issue Brief on “International Law and Organizations,” Globalization101.org, The Carnegie Endowment for International Peace, 15 pages, at:
<http://www.globalization101.org/uploads/File/Inter/interall.pdf>

Steinberg, Richard H. and Jonathan M. Zasloff, "Power and International Law," The American Journal of International Law, Vol. 100, No. 1, January 2006, pp. 64-87. Available on line at George Mason University Libraries.

Rabkin, Jeremy A., “Recalling the Case for Sovereignty,” Chicago Journal of International Law, Vol. 5, Winter 2005, pp. 435-460. Available on line at George Mason University Libraries.

Spiro, Peter J., “The New Sovereignists--American Exceptionalism and its False Prophets,” Foreign Affairs, No. 79, Vol. 6, November/December 2000, p. 9 ff. Available on-line via Expanded Academic at George Mason University libraries.

Week 15 December 3, 2007

Summing Up and Course Evaluation

Readings:

None

Week 16 December 10, 2007

NO CLASS

Week 17 December 17, 2007

SECOND EXAM – December 17, 2007 4:30 to 7:15 p.m.