



“Introduction”

Prof. Anthony Madonna
8/18/2021
POLS 4790
University of Georgia



Outline

8/18/2021

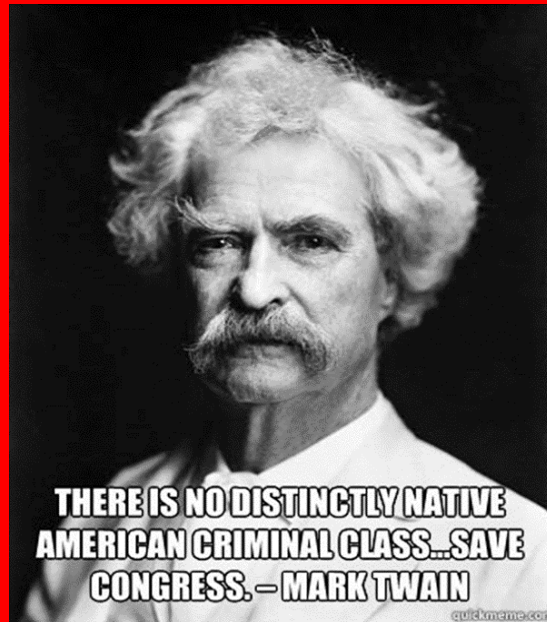
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Course Description



POLS 4790: Congress, the Bureaucracy and Policy-Making is intended to provide students with an understanding of how American political institutions create public policy. In it, students will learn about the U.S. Congress, but also American bureaucratic governance through course readings and lectures. Students will also be required to complete a detailed analysis of the passage of a landmark piece of legislation that is integrated with the Georgia Congress Project.

Course Logistics

POLS 4790: Congress, the Bureaucracy and Policy-Making.

Baldwin 301

Instructor: Anthony Madonna

Personal Email: ajmadonn@uga.edu

Phone: 314-313-9937

Website: <https://www.tonymadonna.com/>

Zoom: <https://zoom.us/my/ajmadonn>

Office: 407 Baldwin Hall

Office Hours: MW 2:00-3:00pm

Syllabus will be on ELC this afternoon.



Above: Former House Speaker John Boehner (R-OH) AFTER leaving the U.S. House.

Course Logistics



This course is face-to-face. I'll have material on both my website and ELC, so feel free to go to whichever you're more comfortable with. Generally, I prefer to contact folks via e-mail directly. If I have pre-recorded lectures on a given topic, I will provide links to them. But I will not be recording live lectures in class.

This is an entirely new course for me (though there will be some overlap from previous classes). It is still likely that I will be catching up a bit on content here.

Please don't hesitate to contact me with questions and concerns. I can be reached in person, via zoom or by phone.

Who Am I?

I've been a professor in the political science department here at UGA since the 2008-2009 academic year.

I'm originally from Michigan and attended Michigan State for undergrad. Prior to coming to UGA I spent some time working on campaigns and in the Michigan State Senate. I then received my PhD from Washington University in St. Louis.

My primary research interests are U.S. congressional politics, American political history and procedural rules. I spent an academic year as a American Political Science Association fellow at the Congressional Research Service.

With Prof. Michael Lynch, I also operate an undergraduate research program I initially titled "The Congress Project" under the assumption I would come up with a better title at a later date.

Today, it's known as "The Congress Project."



Above: An awkward photo of me and my dogs.

Below: My son, expressing a commonly held view of the U.S. Congress.

The Congress Project



Setting the Record STRAIGHT

By Rory Hibbler

What began as an idea for a book has now become a reality for the producers of a nation of cities, a community research team, and a forthcoming book. Assistant Professor Anthony Madonia and Michael Lynch, both from the political science department, teamed up to create the University of Georgia Congress Project, the nation's first systematic effort to make the most of congressional records. That will include notes when each member's position on an issue is recorded. "I have been a member of Congress since 2011, and I know what it's like to see a bill come up and not know what it's about," Lynch says. "I want to make sure that the record is as clear as possible."

Madonia says he's been interested in the legislative process since he was a child. "I remember watching the House of Representatives on TV when I was a kid," he says. "I was fascinated by the way they talked and the way they argued. I wanted to know how it all worked."

Madonia and Lynch wanted to do something that would help students understand the legislative process. "We wanted to create a resource that would be useful to students and faculty alike," Lynch says. "We wanted to make sure that the record was as clear as possible and that it was easy to use."

Looking to the future, Madonia had the idea to open up more of the bill than just its amendments. "Students are already reading those bills, so we thought to have them write up the entire procedure of the bill," Lynch says. "Further, the professors have from their students that 'undergraduate research experience' that involves a halfward of sorts in research and otherwise."



Madonia says the project has been a success. "We've had a lot of interest from students and faculty alike," he says. "We've also had a lot of feedback from students, which has helped us improve the project. We're looking forward to continuing to work on it in the future."

80 | The People | 2018

80 | The People | 2018

If the Congress Project sounds familiar, it's probably because you read all about it in the 2018 edition of SPIA Magazine. That photo was somehow the *least awkward* one we took.

The Congress Project



The Congress Project:

Deep dive into a policy of your choice.

Useful training in legislative process and tracking for students interested in working on the hill. Includes a data collection component.

If you have an interest in undergraduate research, don't hesitate to e-mail.

Books and Readings

The only required book for POLS 4790 is "The Fifth Risk." We won't be starting on it until late October, so there is not rush in picking it up. It can be found on amazon, kindle, etc...

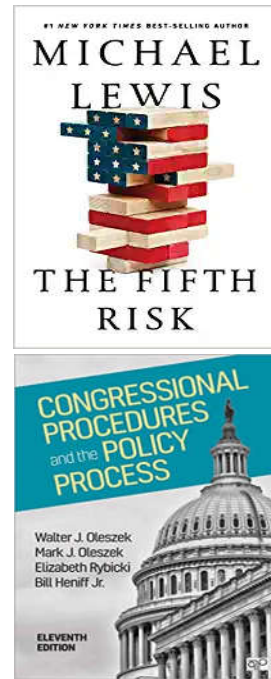
Primarily, we'll be working off of Congressional Research Service Report, and scholarly articles. Links to readings that correspond to each lecture are provided in the schedule at the end of the syllabus. They will also be posted on ELC.

Some of these readings will be highly technical in nature. As such, students are not expected to understand all aspects of each paper. However, they will be held accountable for a basic understanding of the paper's theory and applications.

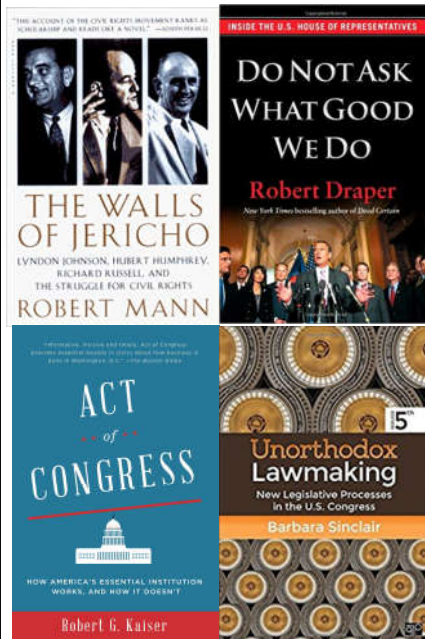
I also have a number of recommended texts, the most relevant of which is below:

- Oleszek, Walter J., Mark J. Oleszek, Elizabeth Rybicki and Bill Heniff, Jr. 2020. *Congressional Procedures and the Policy Process, 11th Edition*. CQ Press: Washington, DC.

It's an especially useful book to own if you're planning on spending any time in DC working/interning for Congress. But you can also pick up an older edition for a lot cheaper.



Books and Readings



More book recommendations below. Feel free to e-mail me for additional ones.

Mann, Robert. 1996. *The Walls of Jericho: Lyndon Johnson, Hubert Humphrey, Richard Russell, and the Struggle for Civil Rights*. New York, NY: Harcourt, Brace and World, Inc.

Schickler, Eric. 2001. *Disjointed Pluralism: Institutional Innovation and the Development of the U.S. Congress*. Princeton, NJ: Princeton University Press.

Mayhew, David. 1974. *Congress: The Electoral Connection*. 2nd Edition. Yale University Press.

Draper, Robert. 2012. *Do Not Ask What Good We Do: Inside the U.S. House of Representatives*. New York, NY: Simon and Schuster.

Kaiser, Robert. 2013. *Act of Congress: How America's Essential Institution Works, and How It Doesn't*. New York, NY: Alfred Knopf.

Sinclair, Barbara. 2017. *Unorthodox Lawmaking*. 5th Edition. Washington, DC: CQ Press.

Books and Readings



Most of the assigned readings are “background” readings. Essentially, these are CRS reports meant to supplement information provided to you in slides and lectures.

As noted on the Federation of American Scientists website, “The Congressional Research Service, a component of the Library of Congress, conducts research and analysis for Congress on a broad range of national policy issues. While many CRS memoranda are generated in response to individual Member or staff inquiries and are confidential, most CRS reports are available to anyone who has access to a congressional intranet.”

You should understand how to read and access these reports. But you do not need to memorize them before exams.

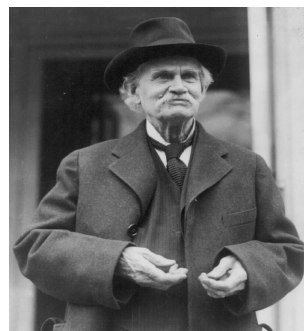
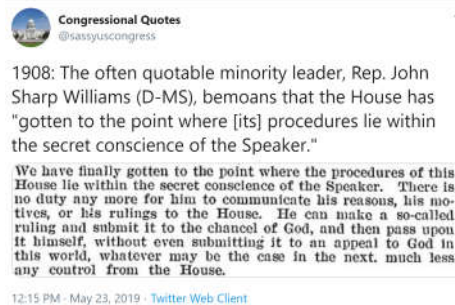
There are also a few assigned scholarly readings, as well as newspaper articles. You'll want to read the scholarly articles as they're assigned. It's likely you'll have questions about them that you'll need answered before tests.

Attendance and Participation

Please also don't hesitate to interrupt to ask questions or simply yell stuff at me.

As we get moving with the content and legislative history project, I would look to set up an office hours meeting to ask questions about your specific policy area though.

And this does not have to be done during my set office hours (most meetings won't be). Setting up an appointment usually works a bit better and we can do it either via zoom, phone or simply through e-mail.



Above: The Congress Project's twitter account. Not bragging, but that tweet got "four" likes.

Left: House Minority Leader John Sharp Williams (D-MS). He was frequently intoxicated on the House floor.

Grading

In this course, students will be drafting a detailed legislative history on an assigned piece of legislation. In order to match you to a measure, please rate your level of interest in the following policies/legislation. The broader policy is listed first and the specific bill in parentheses next to it.

Your grade in this class will be assigned according to the following:

Background Survey (5% of final grade):
Students will be asked to fill out a for the purposes of matching them with a legislative history topic. A link to the survey will be provided by the instructor. The deadline to fill out the survey is Monday, **August 23rd** at 5 pm.

| | Strongly Disinterested | Moderately Disinterested | Indifferent | Moderately Interested | Highly Interested |
|--|------------------------|--------------------------|-----------------------|-----------------------|-----------------------|
| Agriculture (Farm Bill of 2018) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Business Regulation (Dodd-Frank 2010) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Campaign Finance (BCRA of 2002) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Civil Rights (Civil Rights Act of 1957) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Criminal Justice (Violent Crime Act of 1994) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Education (No Child Left Behind of 2001) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Environment (Clean Air Act of 1970) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Executive Power (Defense Production Act of 1950) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Above: A key question from the Background survey. Please note: I'm trying to account for your level of interest in a topic/bill compared to other topics/bills. It shouldn't be measured against "watching tv" or "reading old books about the Civil War."

Grading

Midterm Exams (40% of final grade): Two exams will be given on **Friday, October 8th** and **Wednesday, December 15th**. The exams will consist of multiple choice, fill-in-the-blank and short answer questions.

The exams will be non-cumulative and include questions related to a student's assigned legislative history topic. If a student is unable to take the exam on the scheduled date, they should contact the course instructor beforehand. A missed exam will only be excused for a documented illness (documentation must be provided by a physician) or a death in the family. Each midterm exam is worth 20% of the final course grade.



Grading



Above: Real life "bill buddies," Senators Jeff Flake (R-AZ) and Martin Heinrich (D-NM), spent a week together on a deserted island.

Legislative History (55% of final grade): In order to demonstrate an understanding of the historical policy-making process, students are required to complete a paper analyzing the consideration and passage of a major piece of American legislation. After filling out the background survey discussed above, each student will be assigned to a legislative history "team."

While students are encouraged to work with their legislative history "teammates," (or "bill buddies") they are not obligated to do so.

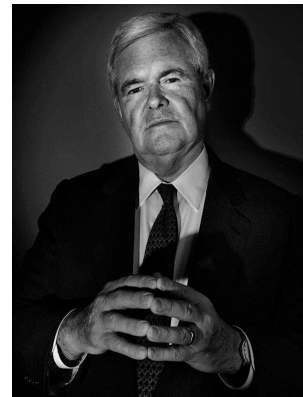
Each student will be assigned differing questions and duties related to the legislative history and graded separately. These assignments will be posted by the instructor on eLC. Students are also encouraged to use material from their exams in compiling their legislative histories. The legislative history assignment will count for 55% of the final course grade, broken up accordingly (more detailed discussions of the assignment will be provided in class):

Grading

A one-page Topic Paper detailing the broader issue the student will be analyzing. This paper should include a broad discussion of the policy area, paying close attention to the topic's importance and relevance. The topic paper accounts for 5% of the final course grade and is due on **Friday, September 17th** at 11pm. It will not be combined with the broader legislative history paper.

A Background section that answers a specific question assigned by the instructor. Typically, this will necessitate contextualizing either the political climate the legislation was considered in or provide a history of the policy. Ideally, it will demonstrate why the legislation was needed. The background section is due on **Friday, October 1st** at 11pm. It is worth 10% of the final course grade.

A Member Spotlight section. This is a short, one to two-page discussion detailing a member of Congress associated with the passage of the law. It can include either on a broad overview of a member's career and/or an interesting episode they were involved in. Students are encouraged to focus on whatever details they feel are the most interesting. The Member Spotlight is due on **Friday, October 22nd** at 11 pm. It is worth 5% of the final course grade.

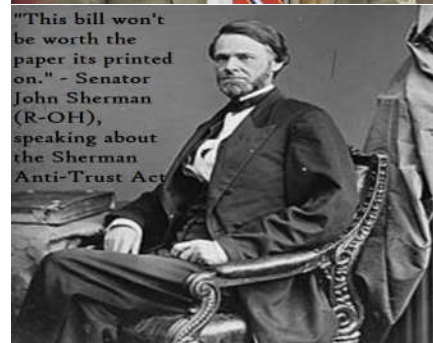
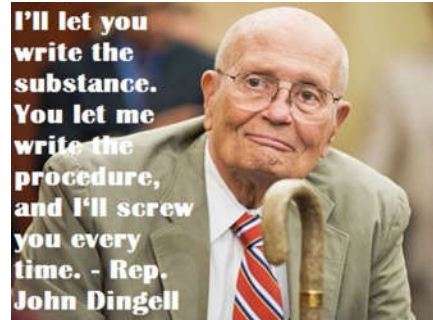


Above: Former House Speaker Newt Gingrich (R-GA). The man knows how to take a "power photo".

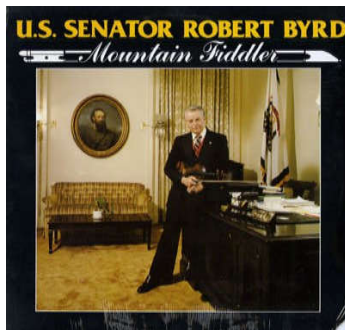
Grading

A Process section that analyzes committee and floor consideration of the measure during a specific period assigned by the instructor. The may involve House or Senate consideration of a bill or conference report and will likely necessitate the discussion of a given rule or legislative procedure. It will also likely necessitate analyzing a roll call vote. The process section is due on **Friday, November 12th** at 11 pm. It is worth 10% of the final course grade.

An Aftermath section that analyzes a post-enactment event related to the bill assigned to the student by the instructor. This might include the law being amended by a subsequent piece of legislation, being altered by a series of Supreme Court decisions or its enforcement by the President and bureaucracy. The Aftermath section is due on **Friday, November 19th** at 11 pm. It is worth 15% of the final course grade.



Grading



A Final Paper that combines the background, member spotlight, process, and aftermath sections and incorporates any instructor comments is due on Tuesday, **December 7th** at 11pm.

The final paper should also include a brief, three-paragraph Summary detailing the legislation and issue the student will be analyzing. Specifically, the summary section should do three things: Paragraph 1: Tell the reader what the law does/sought to do; Paragraph 2: Tell the reader why both the underlying issue and law are (or are not) considered important today; Paragraph 3: Characterize its passage. Was it controversial? Partisan? What were the key votes/moments that occurred during consideration?

The summary section is worth 5% of the final course grade. The final paper with edits is worth an additional 5%.

Legislative History Tips



Look to www.thecongressproject.com for examples!
But don't kill yourself trying to match the style.

You have the flexibility to focus on aspects of the law/bill you find the most interesting...

You don't have to know anything about Congress to do this assignment. Just ask questions...

The goals of a legislative history

1. Explain to the reader why the issue matters
2. Explain why Congress acted the way they did
3. If the policy evolved afterwards, provide a brief explanation of how and why
4. Tell the reader where to find more information

Things you should take away

1. How to research federal laws and legislation
2. Greater knowledge of a specific policy and its evolution
3. More incite on the lawmaking process
4. How to use footnotes...

Bill History



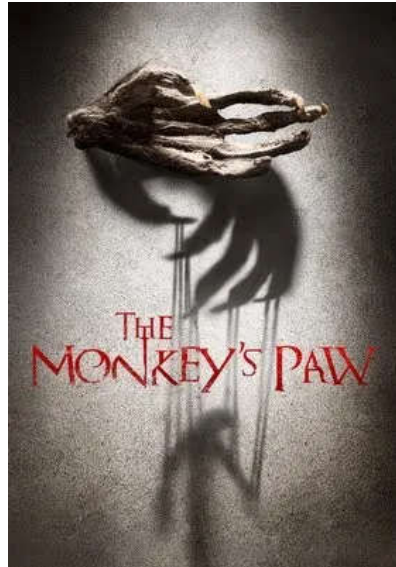
www.TheCongressProject.com

Extensions?

Two points on this...

#1: If you want an extension, I am generally happy to give you one.

#2: You probably do not want an extension.



Cheating and Plagiarism



Above: A reference you all are too young to get. But they cheated. That's the point.

Will not be tolerated. Further information regarding academic honesty can be found at <http://www.uga.edu/honesty/>.

[INSERT ANGRY WIKIPEDIA RANT HERE]

Classroom Behavior



Students should behave professionally throughout the course and disruptive behavior of any kind will not be tolerated. This includes cell phone usage, excessive talking and derogatory or offensive comments made during discussion. Students will be held responsible for all material discussed or assigned.

Instructor Availability



Above: More awkward photos.

Students seeking to contact the instructor are encouraged to do so by scheduling an appointment via e-mail or stopping by my zoom room or Baldwin 407 during scheduled office hours. I am also available via phone or e-mail.

To be clear: You absolutely should have questions. Please do not be embarrassed asking me things. As will be clear, I absolutely love this stuff.

Questions, Concerns, Angry Rants?



E-Mail me if so!