"But it is not possible to give to each department an equal power of self defence. In republican government the legislative authority, necessarily, predominates. The remedy for this inconveniency is, to divide the legislature into different branches; and to render them by different modes of election, and different principles of action, as little connected with each other, as the nature of their common functions, and their common dependence on the society, will admit. It may even be necessary to guard against dangerous encroachments by still further precautions. As the weight of the legislative authority requires that it should be thus divided, the weakness of the executive may require, on the other hand, that it should be fortified" (James Madison, Federalist No. 51).

POLITICAL SCIENCE 3321
Congress and the Legislative Process

Spring 2016
Ippolito

The U.S. Congress is a rarity in the modern world. It is powerful and independent – and a truly bicameral national legislature. Students in this course will be expected to master an understanding of Congress, its institutional development and policy-making processes, as well as Congress' place in the American constitutional structure; congressional procedures and organization; electoral and other influences on congressional policy-making; and congressional-executive relations.

(See Student Learning Outcomes, page 2.)

Required Reading

Course handouts: Understanding the U.S. Congress
Congressional Standing Committees
House Rules and Committee Changes
Congressional Budget Process and Appropriations
Congressional Budget and Impoundment Control Act of 1974
Federal Budget Policy Issues
War Powers Resolution of 1973

Course Requirements
Scheduled class meetings are Monday and Wednesday, 5:00 p.m. – 6:20 p.m. in 116 Dallas Hall. Since lectures and discussions are integral parts of the course, attendance is required and will be monitored. More than three (3) unexcused absences will result in a grade penalty. More than five (5) will result in dismissal from the course.

Grades will be based on a comprehensive evaluation that includes: (1) a midterm examination; (2) a comprehensive final examination; (3) a research paper, of specified length and format; and (4) familiarity with assigned readings and participation in class discussions.
Student Learning Outcomes

Individuals, Institutions, and Cultures, Level 2
1. Students will be able to analyze different theoretical or interpretive perspectives in the study of individuals, institutions, and cultures that shape economic, political, and social experiences.
2. Students will be able to evaluate critically the research outcomes, theories, and/or theoretical applications in the study of individuals, institutions, and cultures that shape economic, political, and social experiences.

Historical Contexts, Level 1
1. Students will be able to identify the key events, actors, and evidence involved in a defined historical period.
2. Students will be able to summarize the major changes that took place in a defined historical period.

Topics and Reading Assignments

I. Introduction to Course (January 20)

II. Origins, Development, and Powers (January 25, 27)

   Read: Oleszek, Chapter 1.
   Davidson et al., Chapters 1-2.
   Handout: Understanding the U.S. Congress

III. Congressional Procedures

   A. Overview and House vs. Senate (February 1)

      Read: Baker, Chapters 1-3.
      Davidson et al., Chapter 8.

   B. Introduction and Referral (February 3)

      Read: Oleszek, Chapter 3.

   C. House Action (February 8)

      Read: Oleszek, Chapters 4-5.

   D. Senate Action (February 10)

      Read: Oleszek, Chapters 6-7.
E. Conference and President (February 15)

   Read: Oleszek, Chapter 8.

F. Legislative Oversight and Procedural Change (February 17)

   Read: Oleszek, Chapters 9-10.

IV. Congressional Organization

   A. Committee Systems (February 22)

      Read: Davidson et al., Chapter 7.
      Handouts: Congressional Standing Committees
              House Rules and Committee Changes

   B. Leaders and Parties (February 24)

      Read: Davidson et al., Chapter 6.

   C. Organizational Change (February 29)

      Read: Davidson et al., Chapter 9.

MIDTERM EXAMINATION: March 2
COVERAGE: TOPICS I, II, III, IV

V. Elections

   A. Candidates and Campaigns (March 14)

      Read: Baker, Chapter 4.
             Ceaser, Chapter 5, Epilogue.
             Davidson et al., Chapter 3.

   B. Voters (March 16)

      Read: Davidson et al., Chapters 4-5.

   C. National Politics (March 21)

      Read: Ceaser, Chapters 1-4.
D. Stability and Change (March 28)

Read: Ceaser, Chapter 6.

VI. Congressional Power and Policy

A. President, Bureaucracy, Courts, Interest Groups (March 30; April 4, 6, 11, 13)

Read: Baker, Chapter 5.
Davidson et al., Chapters 10-13.

B. Budget Policy (April 18, 20)

Read: Davidson et al., Chapter 14.
Oleszek, Chapter 2.
Handouts: Congressional Budget Process and Appropriations
Congressional Budget and Impoundment Control Act of 1974
Federal Budget Policy Issues

C. National Security and War (April 25, 27)

Read: Davidson and Oleszek, Chapter 15.
Handout: War Powers Resolution of 1973

VII. The Contemporary Congress: Summary and Review (May 2)

Read: Davidson et al., Chapter 16.

FINAL EXAMINATION: May 7 (Saturday) 3:00 p.m. – 6:00 p.m.

Important Dates
March 2 Midterm Examination
April 27 Research Paper Due
May 7 Final Examination

Instructor Information/Office Hours:
Dennis S. Ippolito
221 Collins Hall
X 83198
TTH 9:00 a.m. - 10:00 a.m.
(and by appointment)
ippolito@smu.edu
Research Paper

One of the objectives of this course is to provide students with the opportunity to develop research, writing, and analytical skills. Therefore, each student is responsible for preparing a formal research paper – minimum length of 10 pages, typed, double-spaced; fully documented; appropriately organized. A topic should be chosen and a preliminary outline and bibliography submitted on or before March 21. Papers are due on or before April 27. There will be a substantial grade penalty for late papers (5 points per day).

Topics:

Judicial nominations – analyze a controversial Supreme Court nomination approved or rejected by the Senate (e.g., Bork, Thomas, Alito).

Filibuster – analyze the background and current rules on judicial filibusters; or examine the background and development of Rule XXII on legislative filibusters.

Legislative history – analyze the background and passage of a major post-World War II legislative measure (e.g., 1964 Civil Rights Act; 1986 Tax Reform Act; 1990 or 1993 Omnibus Reconciliation Act; 1996 Welfare Reform Act; 2001 EGTRRA; 2010 ACA; 2012 ATRA).

Constitutional amendments – analyze the background, initiation, and ratification of one of the following post-World War II amendments: XXII; XXIV; XXV; XXVI.


Budget policy – background, legislative history, and purpose of the 1974 Congressional Budget Act.

Defense policy – analyze a recent defense authorization bill or defense appropriations bill in terms of: (a) presidential policy recommendations; (b) subcommittee/committee/floor action in the House and Senate; (c) House-Senate differences and conference action; (d) presidential action; (e) congressional and presidential influence over final bill.

Impeachment – compare and contrast the Nixon and Clinton impeachment cases; analyze the history and procedures for judicial impeachments.

Other topics can be chosen but require written approval. To the extent appropriate for a particular topic, government documents (committee hearings, committee reports, staff agency materials) should be used, along with other research materials such as Congressional Quarterly Almanac, Congress and the Nation, and scholarly secondary sources.
Topical Outlines

I. Introduction

   A. General Information and Requirements

   B. Coverage

       Constitutional
       Procedural
       Organizational
       Electoral
       Institutional/Policy

   C. Reading Materials

   D. Research Paper

   E. Purpose
II. Origins, Development, and Powers

A. Pre-Constitutional Background

English and Colonial Periods
Revolutionary War and Articles of Confederation

B. Constitutional Framework (General)

Powers
Structure

C. Constitutional Principles and Checks

D. Constitutional Legislative Provisions

E. History of House

Formative Period (1789-1809)
Madison to Civil War (1810-1860)
Party Government and Reform (1861-1920)
Centralization, Party Cohesion, and Reform (1920-present)

F. History of Senate

Formative Period (1789-1809)
Rise of Senate (1810-1860)
Party Government and Democratization (1861-1920)
Centralization, Party Cohesion, and Reform (1920-present)

G. Distinctions between House and Senate

Powers
Size and Prestige
Organization (role of committees)
Procedures (floor action)
Party Control (majority party advantages)
III. Congressional Procedures

A. Internal and External Factors

House
Senate
General Concepts – Legislation/Terms and Sessions
General Structure and Organizational Factors

B. Introduction and Referral

Categories of Legislation
Jurisdiction
Committee Discretion
Chamber Leadership

C. House Action

Speaker and Majority Party
Committees
Rules Committee

D. Senate Action

Majority Leader
Committees
UCA’s
Filibuster/Closure

E. House, Senate, and President

Conference Committees
Negotiation and Vetoes

F. Legislative Oversight
IV. Congressional Organization

A. Committee Systems

Types and Models
Powers
Trends and Reforms
Leadership, Members, Staff

B. Committees and Parties

Agendas
Assignments
Constraints
Seniority and Term Limits

C. Organizational Change

New Legislative Procedures

V. Congressional Elections

A. Candidates and Campaigns

Basic Concepts – Terms, Incumbency, Types of Elections
Sources of Incumbency Advantage
Challengers and Resources

B. Voters

Composition of Electorate
Turnout
Party Identification

C. National Politics

Midterm Elections
Presidential Influence
Economic Factors
D. Stability and Change

Redistricting and Recruitment Strategies
Nationalizing Congressional Elections

VI. Congressional Power and Policy

A. Institutional Relations

President and Executive Branch
Courts
Interest Groups

B. Budget Policy

Power of the Purse – Appropriations
Budget Process/Reconciliation

C. National Security and War

Constitutional Powers and Precedent
War Powers Resolution
Wars in Afghanistan/Iraq

VII. Contemporary Congress

Constitutional Factors
House vs. Senate
Congressional Elections
Congress vs. the President
The Honor Code

All work undertaken and submitted in this course is governed by the University's Honor Code. The relevant section of the Code, taken from the Preamble of the Honor Council's Constitution, is as follows:

*Intellectual integrity and academic honesty are fundamental to the processes of learning and of evaluating academic performance, and maintaining them is the responsibility of all members of an educational institution. The inculcation of personal standards of honesty and integrity is a goal of education in all the disciplines of the University.*

*Students must share the responsibility for creating and maintaining an atmosphere of honesty and integrity. Students should be aware that personal experience in completing assigned work is essential to learning. Permitting others to prepare their work, using published or unpublished summaries as a substitute for studying required materials, or giving or receiving unauthorized assistance in the preparation of work to be submitted are directly contrary to the honest process of learning. Students who are aware that others in a course are cheating or otherwise acting dishonestly have the responsibility to inform the professor and/or bring an accusation to the Honor Council.*

The Honor Pledge is: "On my honor, I have neither given nor received unauthorized aid on this work." A *signed copy of this pledge must be appended to any work tendered in this class.* A violation of the Code will result in an "F" for the course, and the student will be taken before the Honor Council. If you are unclear about this policy – either in general or in its particular application – please see the instructor immediately.

Submitted by Professor Joseph Kobylka

Disability Accommodations

Students needing academic accommodations for a disability must first register with Disability Accommodations & Success Strategies (DASS). Students can call 214-768-1470 or visit [http://www.smu.edu/Provost/ALEC/DASS](http://www.smu.edu/Provost/ALEC/DASS) to begin the process. Once registered, students should then schedule an appointment with the professor as early in the semester as possible, present a DASS Accommodation Letter, and make appropriate arrangements. Please note that accommodations are not retroactive and require advance notice to implement.