A great deal of importance happens between the enunciation of governmental intention and its impact, if any, on the world of action. Students and practitioners of policy, recognizing this point, have focused on the subject of policy implementation as a key to understanding -- and perhaps influencing -- the results of policy processes. This course is devoted to the subject of policy implementation: its literature, its concepts and frameworks, some of the major issues its study has highlighted, and its relevance to practice. The course is conducted as a discussion-oriented set of meetings with several closely-related aims: to introduce participants to the literature of and major issues (conceptual, theoretical, methodological, and practical) implied by the subject; to survey and analyze critically some of the frameworks commonly used for the study of the subject; to encourage an assessment of the state of the field; and to allow participants to delve more deeply into some more specialized aspect of this topic.

During sessions of the seminar the instructor will pose questions for discussion; present material; and serve often as a devil's advocate to help the group clarify issues, focus points of dispute, and aid the process of critical inquiry.

Masters students will take a case-based final examination (worth approximately 40 percent of the total grade) and will also complete a set of three short essays (5-8 pages) on various questions related to policy implementation. These essays will be assigned during the semester and will be due one week after assignment. They are more like take home essay questions than research papers and count for approximately 60 percent of the total grade.

Each doctoral student will prepare two papers. One is a research effort (approximately 20-30 double-spaced, typed pages); this paper is worth approximately one half of the final grade. The paper might consist of a careful exploration of a theoretical or methodological issue or set of issues in the field, or it might be a synthetic paper that reaches some conclusions about the state of the field and the most promising directions for further development, or it might involve the application of the literature and theory of the field to a substantive policy or program. The paper is due on the last day of class, November 30. Brief presentations of the main points of the paper will take place during the last class meeting. Late papers are penalized one letter grade per calendar day. The second is a shorter essay (5-10 pages) to be focused on supplementary readings related to one of the topics under discussion during the semester. At the time of the first class meeting assignments for this project will be made. The instructor will provide guidance and further instructions regarding the selected additional readings and their analysis. This latter paper assignment requires the student to examine, interpret, compare and draw conclusions regarding some of the research literature on a topic. Students are to give an oral presentation of this work; schedule and format are to be discussed at the first seminar meeting. The paper and presentation are worth approximately one quarter of the grade. Doctoral students
will also compete an open-book, comprehensive final examination, which counts for approximately one quarter of the total grade.

The schedule outlined below will serve as a guide but not a rigid constraint throughout the semester. Some topics will likely take less than the allotted time, while others will require more attention.

_Attendance and Participation_. Students are expected to attend all class meetings and avoid lateness. These are basic expectations of professional life. Absences will lower semester grades, regardless of the grades received on other assignments. Students are expected to come to class having completed the readings and other assignments prior to the class meeting; all are expected to contribute thoughtful comments to the group’s collective consideration of material presented in class and covered in the readings. Students should come to class prepared to engage actively in all aspects of the day’s agenda. Class participation will be the determining factor when a student’s final grade falls near the borderline between two grades.

_Computers, cell phones, and other electronic devices_. Student laptop computers are permitted, but web browsers, email software, and messaging software must remain closed and unused during class meetings. Cell phones and other electronic devices must remain in airplane mode or off and stored out of sight at all times during class.

_Academic Honesty_. Students are responsible for familiarizing themselves with and abiding by the University Honor Code and Academic Honesty Policy. All academic work must meet the standards contained in “A Culture of Honesty.” Students are responsible for informing themselves about those standards before performing any academic work. The link to more detailed information about academic honesty can be found at: https://ovpi.uga.edu/academic-honesty

_Syllabus_. The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary.

A portion of the literature will be read in common by all seminar participants. Some of the required material is contained in books that have been ordered at the bookstore. Additional readings have been saved in digital form onto the course website at e-Learning Commons. The readings to be done by all seminar participants are as follows:


Jeffrey Pressman and Aaron Wildavsky, _Implementation_ 3d ed. (Berkeley: University of California Press, 1984)

plus all readings in the folders located at the course’s e-Learning Commons website.
All required and supplementary readings are listed below under the appropriate heading.

**TOPICS AND READINGS**

1. **August 17. Organizational Meeting.**


   Pressman and Wildavsky, *Implementation*, preface to the third edition

**Supplementary Readings:**


   Randall B. Ripley and Grace A. Franklin, *Policy Implementation and Bureaucracy* 2d ed. (Chicago: The Dorsey Press, 1986), Chapter 1
3. August 31-September 7. Implementation Structures: Intraorganizational Settings and Multi-organizational Arrangements


Pressman and Wildavsky, Preface to first edition, Chapters 8, 10, 11

Supplementary Readings:

Steven K. Bailey and Edith Mosher, ESEA: The Office of Education Administers a Law (Syracuse, N.Y.: Syracuse University Press, 1968)


John J. DiIulio, Jr., *Bring Back the Bureaucrats* (West Conshohocken, PA: Templeton Press, 2014)


Myrna Mandell, "Application of a Network Analysis to the Implementation of a Complex
Project," *Human Relations* 37, 8 (August 1984): 659-79


B. Guy Peters, “Implementation Structures as Institutions,” *Public Policy and Administration* 29, 2: 131-144


Ripley and Franklin, Chapters 2 and 3 (to page 71)


   Mazmanian and Sabatier, *Implementation and Public Policy*, Chapter 1


   Supplementary Readings:


   Paul Berman, "Thinking about Programmed and Adaptive Implementation: Matching Strategies to Situations." In Helen M. Ingram and Dean E. Mann, eds., *Why Policies Succeed or Fail*: 205-227


Mazmanian and Sabatier, *Implementation and Public Policy*, chapters 4-7


**Supplementary Readings:**


Rufus Browning, Dale Marshall, and David Tabb, "Implementation and Political Change: Sources of Local Variation in Federal Social Programs," in Daniel Mazmanian and Paul Sabatier, eds., *Effective Policy Implementation*


Jiaqi Liang, “The Shadow of the Politics of Deservedness? The Implications of Group-

Chapters by Linder and Peters and by Sanger and Levin in Palumbo and Calista, eds., *Implementation and the Policy Process*


Ripley and Franklin, chapters 3 (pages 71 to end), 4-8


6. **October 5. Methodological Issues: Getting Answers to Implementation Questions**


Supplementary Readings:


Donald J. Campbell, "'Degrees of Freedom' and the Case Study," *Comparative Political...


Chapters by Fox, Goggin et al., and Scheirer and Griffith, in Palumbo and Calista, eds.


Hill and Hupe, *Implementing Public Policy*, chapters 6-7


7. **October 12-19. Top-Down and Bottom-Up Approaches**


Benny Hjern, "Implementation Research - The Link Gone Missing," *Journal of Public Policy* 2, 3 (August 1982): 301-308


Mazmanian and Sabatier, *Implementation and Public Policy*, chapters 2, 3, 8


Pressman and Wildavsky, chapters 1-7, 9

**Supplementary Readings:**


Policy Implementation: 89-126


Chapter by Burke in Palumbo and Calista, eds.


Hill and Hupe, *Implementing Public Policy*, chapter 3


Milbrey McLaughlin, "Implementation as Mutual Adaptation: Change in Classroom Organization," *Teachers College Record* 77, 3 (February 1976): 339-51


Chapters by Nakamura and Pinderhughes and by Kress, Koehler, and Springer, in Palumbo and Harder, eds., *Implementing Public Policy*


Chapter by Rosenbaum in Mazmanian and Sabatier, eds., *Effective Policy Implementation*


Frank J. Thompson, "Bureaucratic Discretion and the National Health Service Corps," *Political Science Quarterly* 97, 3 (Fall 1982): 427-45


Walter Williams, *The Implementation Perspective* (Berkeley: University of California

Courtney Yarbrough, “Plan Generosity in Health Insurance Exchanges: What the Affordable Care Act Can Teach Us about Top-Down versus Bottom-Up Implementation,” *Journal of Public Policy* (forthcoming), DOI: http://dx.doi.org/10.1017/S0143814X16000015 Published online: 23 February 2016

8. October 26-November 2. Moving Beyond Top-Down and Bottom-Up: “Governance”? 


Mazmanian and Sabatier, *Implementation and Public Policy*, Postscript


Supplementary Readings:

Hans Bressers, “Implementing Sustainable Development: How to Know What Works,


Malcolm L. Goggin, Ann O'M. Bowman, James P. Lester, and Laurence J. O'Toole, Jr., Implementation Theory and Practice (Glenview, IL: Scott Foresman/Little Brown, 1990)


Hill and Hupe, Implementing Public Policy, chapters 4-5, 8


Kenneth J. Meier, “Are We Sure Lasswell Did It This Way? Lester, Goggin and Implementation Research,” *Policy Currents* 9, 1 (March 1999): 5-8


Chapter by Søren Winter in Palumbo and Calista, eds.


9. **November 9. Applying Theory to Practice?**


Supplementary Readings:


Chapter by Ferman, in Palumbo and Calista, eds.


10. **November 16. Prospects**


Supplementary reading:

Hill and Hupe, *Implementing Public Policy*, chapter 9


11. **November 30. Conclusions**

Brief presentations by Ph.D. students of key features of the semester papers. Orientation to masters’ students case-based final exam. Open-ended review.