

**POLICY PROCESS
PADP 4650**

Fall 2020
Tuesday & Thursday 2:20-3:35
Journalism Building 501

**Department of Public Administration and Policy
University of Georgia**

Instructor: Dr. Cory Struthers

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Office hours: Thursday 10:00a-1:00p (reservation) or by appointment

Office: Baldwin Hall 414

“If they don’t give you a seat at the table, bring a folding chair.”
Shirley Chisholm, the first black U.S. Congresswoman (1968)

COURSE OBJECTIVES

Making sense of current and historic events requires knowledge of the policy process as well as scientific models that reduce complex socio-political issues to their core parts. We will ask questions such as: Who gets to make decisions about the laws and regulations that govern society? How are citizen voices and scientific evidence incorporated into policy? Why does changing policy seem so difficult in some cases but not others? And what theories help us explain the processes that lead to policy change? We will focus primarily on U.S. government (national, state, local) and policy process, but will also explore these topics in other countries in order to advance our knowledge of other political systems and better understand our own. This class is *not* an introduction to policy issues (e.g., health care, taxes, environment), but is rather a thorough but introductory overview of the policy process in total. The central objective of the course is to equip you with the knowledge and theories necessary for explaining policy choices. Specific learning objectives include gaining a comprehensive understanding of the U.S. policy process, building a theoretical toolbox to analyze policy choices, and discerning sound research methods in policy studies.

COURSE DELIVERY GIVEN COVID-19

Times are very difficult and things are evolving daily. Please be patient with me and with one another as we navigate this new educational world together. Course delivery is as follows:

This class will be asynchronous (what is sometimes called f2f-online hybrid), i.e., a “flipped” classroom. That is, each typical class period will have a corresponding pre-recorded lecture (~30m), i.e., two lectures per week. Lectures will be posted to eLC. To stay on task, I *highly* recommend watching the lecture before the slated class time. I will post each lecture before 5:00pm the day prior. Be prepared to engage during lecture—I will often ask you to pause the lecture and complete a

task that will serve as material for discussion or an exam. Take notes and write questions down! This will help you successfully participate in discussion sections.

Discussion sections will take place during normal class times (i.e., Tuesday, Thursday 2-3:15). During section, you will have an opportunity to ask questions about recorded lectures and reading assignments as well as discuss these materials with me and classmates. You are required to attend and participate in one in-person section each week* until Thanksgiving break, when discussions sections will take place online. I will break up the class into two groups (a Tuesday group and a Thursday group) on the first day of class. In order to comply with social distancing rules, please attend only your assigned section. I will have disposable masks on hand if you forget to bring yours (please try to remember to bring your own to prevent waste).

*If you are unable to attend in-person discussions due to health concerns (yours or your family's), you must attend and participate in weekly online discussions held on Zoom. You do not need to share your health concerns with me, but please email me ASAP if you will not be attending your in-person section so we can determine the best time to hold the online section.

Finally, I will hold the office hours specified at the top of the syllabus on Zoom. To ensure that everyone has an opportunity to meet with me, please reserve your spot at We Join (<https://www.wejoinin.com/sheets/villc>) before entering the Zoom meeting. The Zoom link to the meeting is posted to "Course Overview" in our eLC site. Those without reservations will be asked to leave and re-book. Email me to book a Zoom appointment if you are unavailable during weekly office hours. If an in-person meeting is preferred, I will work to accommodate that preference.

If you are struggling to access online learning either for personal or technical reasons, please notify me as soon as possible so we can come up with solutions. Your success is my success!

UNIVERSITY-WIDE COVID POLICIES

Face Coverings: Effective July 15, 2020, the University of Georgia—along with all University System of Georgia (USG) institutions—requires all faculty, staff, students and visitors to wear an appropriate face (face shields are not appropriate) covering while inside campus facilities/buildings where six feet social distancing may not always be possible. Face covering use is in addition to and is not a substitute for social distancing. Anyone not using a face covering when required will be asked to wear one or must leave the area (including a classroom). Students seeking an accommodation related to face coverings should contact Disability Services at <https://drc.uga.edu/>.

DawgCheck: Please perform a quick symptom check each weekday on DawgCheck—on the UGA app or website—whether you feel sick or not. It will help health providers monitor the health situation on campus: <https://dawgcheck.uga.edu/>

Students with symptoms: Students showing symptoms should self-isolate and schedule an appointment with the University Health Center by calling 706-542-1162 (Monday-Friday, 8 a.m.-5 p.m.). Please DO NOT walk-in. For emergencies and after-hours care, see <https://www.uhs.uga.edu/info/emergencies>.

What do I do if you are notified that you have been exposed: Students who learn they have been directly exposed to COVID-19 but are not showing symptoms should self-quarantine for 14

days consistent with Department of Public Health (DPH) and Centers for Disease Control and Prevention (CDC) guidelines. Please correspond with your instructor via email, with a cc: to Student Care & Outreach at sco@uga.edu, to coordinate continuing your coursework while self-quarantined. If you develop symptoms, you should contact the University Health Center to make an appointment to be tested. You should continue to monitor your symptoms daily on DawgCheck.

To get a COVID-19 test: Students who are demonstrating symptoms of COVID-19 should call the University Health Center. UHC is offering testing by appointment for students; appointments may be booked by calling 706-542-1162. UGA will also be recruiting asymptomatic students to participate in surveillance tests. Students living in residence halls, Greek housing and off-campus apartment complexes are encouraged to participate.

If you test positive: Any student with a positive COVID-19 test is **required** to report the test in DawgCheck and should self-isolate immediately. Students should not attend classes in-person until the isolation period is completed. Once you report the positive test through DawgCheck, UGA Student Care and Outreach will follow up with you.

COURSE EXPECTATIONS

This is an upper division course and will require substantial reading and several writing assignments, including a term paper. Although much of our work will take place online, I expect regular participation and engagement from students. I also expect civility and professionalism during class. We are studying the policy process and policy choices in one of the most tense, polarized, and traumatic times in modern history and in an election year. We also have different opinions, politics, and values. It is our job to learn, discuss, and debate material with an open mind, actively listen to one another, and build common understandings of the policy process despite differences in policy preferences. If you cannot meet these standards, please do not take this course. Failure to meet them will be considered a violation of the University of Georgia's Code of Academic Conduct (Section 5.3, Disorderly Conduct) and will be treated as such.

Lecture, discussion sections, and assigned readings are equally valuable to excelling in this course. Lecture materials will not always cover reading materials, and discussion sections will apply lecture and reading material to policy events. Lecture materials will involve interactive components at times. All material, including interactive components during lecture, is fair game for exams. Note that the policy process is a large subject. I will not be able to answer every question, especially at the ready, but will do my best to help you find answers as the course progresses.

The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary, especially given COVID-19. Please retain flexibility and read announcements posted to eLC.

Correspondence with instructor: I am delighted to correspond with students about the course via email. I will respond within 48 hours, but do not expect a response on the weekend or holidays. Please send professional emails by following the guidelines below:

- Include the course number in the subject line: PADP 4650
- Start (e.g., "Dear Professor Struthers") and the end (e.g., "Best") messages with a salutation and sign with your first and last name. Use complete sentences and correct spelling.

- Please do not ask me about something written in the syllabus or in an assignment announcement—I will redirect you to these resources.

Technology use during in-person discussion section: Laptops are encouraged but not necessary during discussion section. They will be strictly used to take notes or review course materials. At times, we will revisit interactive lecture material—be sure to take notes during the lecture to bring to discussion section if you do not bring a laptop to class. Please do not have your phone visible during lecture and put it on silent (not vibrate). Students who disrupt class will be asked to leave.

Technology tips during online interactions:

- If you have a wireless WiFi connection, try to get as close to your router as possible. Make sure all other wireless or streaming devices are turned off.
- Turn off computer notifications are turned off and your phone is on silent or vibrate.
- Have mics on **mute** when you are not speaking.
- Cameras should be on unless you have a special circumstance, in which case you should notify me in advance that your camera will be off (you do not need to tell me why).
- If you have difficulty with a stable connection, please turn off your video. If you are having audio difficulties, please leave the meeting and try to reconnect.
- It is best to avoid virtual and distracting backgrounds if possible. Position the camera so you are displayed from the chest up.

Technology use during recorded lectures: I strongly recommend closing all windows and limiting all distractions, including phone disruptions—act like you’re in a live class! Focused attention will help you commit knowledge to memory. I hope you might even have fun.

Attendance policy: Attendance in discussion sections is expected unless you are ill or give advanced notice of an absence for other occasional, reasonable causes, including observance of religious holidays. You will not be penalized for these absences and will have opportunities to make up your participation points. Please give me advanced notice if you will be absent. If you will be absent due to religious holidays, I need notice by August 31st.

Nametags: Yes, I said nametags! Or, rather, desktag. Please bring a piece of paper or cardboard to discussion section to fold with your name printed in bold. I’d like to get to know you.

Late policy: Given the difficult circumstances, I have a more flexible late policy this semester. If you miss an exam, you will be allowed to take another exam within two weeks (the exam will ask a different question than the original). For late papers, you will be docked 3 percentage points each day passed the due date. Please email me if you become sick and are unable to keep up with work and we will work something out—open lines of communication are very important this fall!

Academic honesty: Students are expected to comply with the UGA Student Honor Code: “I will be academically honest in all of my academic work and will not tolerate academic dishonesty of others.” “Academic Honesty” is “performing all academic work without plagiarism, cheating, lying, tampering, stealing, giving or receiving unauthorized assistance from any other person, or using any source of information that is not common knowledge without properly acknowledging the source”. Students suspected of violating the Student Honor Code will be reported and may receive a score of

0 on the assignment in which violation is suspected. A Culture of Honesty, the University's policy and procedures for handling cases of suspected dishonesty, can be found at <https://ovpi.uga.edu/>.

Accessibility and disabilities: If you are concerned about your performance in this class due to a disability (including health issues) or an accessibility issue (e.g., access to technology), please notify me right away so we can come up with a plan to ensure your success in this course. Please notify the Office for Disability Services (<https://drc.uga.edu>) as soon as possible if you require accommodations. Documentation of a disability and our email exchanges are confidential.

Land and labor acknowledgement: I acknowledge that the land in which we learn and work at UGA is the territory of the Muscogee-Creek, Cherokee, and Chickasaw Peoples, and that UGA benefited from the labor of enslaved peoples, primarily of African descent, during the antebellum period (for slavery at UGA, see <https://digihum.libs.uga.edu/exhibits/show/slavery>).

ON-CAMPUS RESOURCES

Academic

- Library: <https://www.libs.uga.edu/>
- Division of Academic Enhancement Services: <https://dae.uga.edu/services>
- Division of Academic Enhancement Resources: <https://dae.uga.edu/resources>
- Printing kiosks: https://eits.uga.edu/support/printing_kiosks/
- Campus software: https://eits.uga.edu/hardware_and_software/
- Virtual computer lab (Vlab): <https://eits.uga.edu/support/vlab/>
- EITS support: <https://eits.uga.edu/support/>
- Office of experiential learning: <https://el.uga.edu/>
- Office of service-learning: <https://servicelearning.uga.edu/>

Personal

- Student Veteran Resource Center: <https://svrc.uga.edu/>
- Disability Resource Center: <https://drc.uga.edu/site>
- Financial Hardship Support: <https://financialhardship.uga.edu/>
- Women's Resource Center: <https://women.uga.edu/>
- LGBT Resource Center: <https://lgbtcenter.uga.edu/>
- Office of Institutional Diversity: <https://diversity.uga.edu/index.php/resources>

Mental Health and Wellness

- If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach (<https://sco.uga.edu/>) in the Division of Student Affairs at 706-542-7774. They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.
- Crisis support: <https://www.uhs.uga.edu/info/emergencies>
- Counseling services: <https://www.uhs.uga.edu/caps/welcome>
- If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://uhs.uga.edu/bewelluga/bewelluga>) for a list of FREE workshops, classes, mentoring, and health coaching led by licensed clinicians and health educators in the University Health Center.
- Additional resources can be accessed through the UGA App

ASSIGNMENTS

Grading of assignments is as follows. Specific expectations for each written assignment will be shared during the semester.

Participation	10%
Four short answer exams (7.5% each)	30%
Research paper	
1. Policy statement	10%
2. Policy context	20%
4. Final (policy theory application)	30%
Total:	100%

The **four short answer exams** will ask you questions ask you to apply concepts we're learning to real-world event(s). Think of these as long-form quizzes; they will be assessed through a check grading system (✓+, ✓, and ✓-). Exams will be posted at 8:00am on the date of the exam and closed for submission at 8:00pm; except to take 1-3 hours on each exam. These are open book exams but speaking with your classmates during the exam is prohibited. We will practice writing concisely, delivering answers within 1-page, single-spaced. Anything over one page will not be read. Each exam is worth 7.5% of your total course grade.

The **research paper** requires you to use scientific literature and policy theory to explain a policy choice, and is comprised of three parts. Early in the semester, you will need to choose a specific local, state, or national policy (regulation or legislation). If you are not sure what policy to choose, you may want to take a look at the substantive policy issue chapters (9-16) in Peters (2016) for inspiration. Preferably, it is an adopted policy but I will consider a policy that reached an advanced stage of the policy process. The policy you choose should have a public record (media, journal articles, books). You are more than welcome to choose a policy outside of the U.S. as long as the country is a democracy. Your first assignment ("Policy statement") will involve writing 1 double-spaced page description of the policy and documenting five academic, media, or government sources on a second page. I will then approve of the policy you have selected or ask you to choose another. In your second assignment ("Policy context"), you will write 3-4 double-spaced pages on the key elements of the policy context, including the country's institutions and key actors involved in the policy process (political parties, individuals, organizations, interest groups). In the final assignment, you will write 5-7 double-spaced pages that bring together pertinent information from your first two assignments and a policy theory (PT) that helps to explain the policy decision (adopted or not) or important components of the policy itself (for instance, its content). Additional instructions will be given during the semester.

All written assignments should be in **Times New Roman, 12pt font, 1-inch margins** and submitted in as Word documents via the electronic drop-box at the course eLC website.

Participation is very important in this course. Full participation is showing up to discussion sections and speaking regularly and participating in discussion boards if used. Attendance will be graded as excellent (full attendance and regular participation in-person/online participation), satisfactory (regular attendance and occasional in-person/online participation), and unsatisfactory (irregular attendance and rare in-person/online participation). I will post discussion questions before

section each week so you can come to prepared. You may be called on during discussion sections. Please be sure to read the attendance policy.

REQUIRED READINGS

Peters, Guy. 2016. *American Public Policy: Promise and Performance*. 10th ed. (not the most recent version!). Thousand Oaks, CA: CQ Press.

Taylor, Steven L., Matthew Shugart, Arend Lijphart, and Bernard Grofman. 2014. *A Different Democracy: American Government in a Thirty-One Country Perspective*. London, UK: Yale University Press.

Sabatier, Paul A. and Christopher M. Weible. 2014. *Theories of the Policy Process*, 3rd ed. (not the most recent version!). Boulder, CO: Westview Press.

I am currently working to ensure you have electronic access to the required books. You can also order them from an online retailer. You will be assigned additional research articles most weeks, posted to eLC. Assigned materials are ideally read before the first lecture.

REQUIRED TECHNOLOGY

A laptop or desktop computer with an Internet connection is required. You will also need access to eLC, Zoom, and the remote library service; we will walk through these together the first day.

COURSE PLAN

Week 1 (Aug. 20): Why study policy process?

Course overview and syllabus – no assigned reading except syllabus

Week 2 (Aug. 24 – 28): What is public policy and policy process theory?

- Peters (2016) Chapter 1 p. 1-12, Chapter 17 “Ethical Analysis of Public Policy” (p. 464-480)
- Sabatier and Weible (2014) Chapter 1

Week 3 (Aug. 31 – 4): Research design in policy studies

- King, Gary, Robert O. Keohane, and Sidney Verba. 1994. *Designing social inquiry*, Chapter 1
- Carey, Maureen A., Kevin L. Steiner, and Petri A. William Jr. 2020. “Ten simple rules for reading a scientific paper”. *PLOS Computational Biology*, in press.
- Konnikova, Maria. How a gay-marriage study went wrong. *The New Yorker*. May 22, 2015. <https://www.newyorker.com/science/aria-konnikova/how-a-gay-marriage-study-went-wrong>

Week 4 (Sept. 7 – 11): American institutions in the policy process

- Peters (2016) Chapter 2, Chapter 5 “Legislative Legitimation” (p. 93-99) and “The Courts” (p. 105-106)
- Taylor et al. (2014) Chapter 2 p. 40-48

- McCubbins, Mathew D., Roger G. Noll, and Barry R. Weingast. 1987. "Administrative Procedures as Instruments of Political Control." *JL Econ. & Org.* 3(2): 243-277.

Week 5 (Sept. 14 – 18): American institutions in comparative perspective I

- Taylor et al. (2014) Chapter 1, Chapter 4, Chapter 6

Paper 1 (policy statement) due on Tuesday, September 15 by 11:59pm

Week 6 (Sept. 21 – 25): American institutions in comparative perspective II

- Taylor et al. (2014) Chapter 8
- Linz, J. 1990. The Perils of Presidentialism. *Journal of Democracy* p. 1-21.
- Struthers, Cory L. 2019. The political in the technical: Understanding the influence of national political institutions on climate adaptation. *Climate and Development*.

Week 7 (Sept. 28 – Oct. 2): Agenda setting

- Peters (2016) Chapter 4
- Jones, Bryan D., Heather Larsen-Price, and John Wilkerson. 2009. Representation and American governing institutions. *The Journal of Politics* 71(1): 277-290.
- Gilens, Martin and Benjamin I. Page. 2014. Testing theories of American politics: Elites, interest groups, and average citizens. *Perspectives on Politics* 12(3): 564-581.

Exam 1 on Tuesday, September 29

Week 8 (Oct. 5 – 9): PT1 - Multiple Streams Framework

- Sabatier and Weible (2014) Chapter 2
- Mintrom, Michael. 2013. Policy entrepreneurs and controversial science: Governing human embryonic stem cell research. *Journal of European Public Policy* 20(3): 442-457.
- Henstra, Daniel. 2010. Explaining local policy choices: A multiple streams analysis of municipal emergency management. *Canadian Public Administration* 53(2): 224-258.

Week 9 (Oct. 12 – 16): PT2 - Punctuated Equilibrium Theory

- Sabatier and Weible (2014) Chapter 3
- Givel, Michael. 2006. Punctuated equilibrium in limbo: The tobacco lobby and U.S. state policymaking from 1990-2003. *Policy Studies Journal* 34(3): 405-418.

Exam 2 on Tuesday, October 13

Week 10 (Oct. 19 – 23): PT3 - Institutional Analysis and Design (IAD) Framework

NOTE: Thursday's discussion section will take place online.

- Sabatier and Weible (2014) Chapter 8
- Listen to: *Planet Money*'s "Elinor Ostrom Checks In"
https://www.npr.org/sections/money/2009/10/podcast_elinor_ostrom_checks_i.html
- Imperial, Mark T. and Tracy Yandle. 2005. Taking institutions seriously: Using the IAD framework to analyze fisheries policy. *Society and Natural Resources* 18:6, 493-509.

Week 11 (Oct. 26 – 30): PT4 - Democratic Policy Design

- Sabatier and Weible (2014) Chapter 4
- Buckhoy, Nikita. 2015. Environmental justice for whom? A social construction framework analysis of Executive Order 12898. *Environmental Justice* 8 (5): 157–164.

Paper 2 (policy context) due on Tuesday, October 27 by 11:59pm

Week 12 (Nov. 2 – 6): Issue framing and PT5 - Narrative Policy Framework

NOTE: Tuesday is Election Day – you can participate in the policy process by voting! This will be an eventful and potentially stressful week. Quick reviews of the readings are acceptable; I will cover the necessary material during lectures.

- Sabatier and Weible (2014) Chapter 7
- Nelson, Thomas E., Rosalee A. Clawson and Zoe M. Oxley. 1997. Media framing of a civil liberties conflict and its effect on tolerance. *American Political Science Review* 91(3): 567-583.
- Merry, Melissa K. 2018. Narrative strategies in the gun policy debate: Exploring proximity and social construction. *Policy Studies Journal* 46(4): 747-770.

Week 13 (Nov. 9 – 13): PT6 - Advocacy Coalition Framework

- Sabatier and Weible (2014) Chapter 6
- Heikkila, Tanya, Christopher M. Weible, and Andrea K. Gerlak. 2020. When does science persuade or not persuade in high-conflict policy contexts? *Public Administration*, in press.
- Leifeld, Philip. 2013. Reconceptualizing Major Policy Change in the Advocacy Coalition Framework: A Discourse Network Analysis of German Pension Politics. *Policy Studies Journal* 41(1): 169-198.

Exam 3 on Thursday, November 12

Week 14 (Nov. 16 – 20): Organization and implementation

- Peters (2016) Chapter 6, Chapter 5 "Regulation and Administrative Process" (p. 99-105)
- Purdy, Jill M. 2012. A framework for addressing power in collaborative governance processes. *Public Administration Review* 72(3): 409-417.
- Teodoro, Manny. 2009. Bureaucratic job mobility and the diffusion of innovations. *American Journal of Political Science* 53(1): 175-189.

Week 15 (Nov. 23 – 27, Thanksgiving week): Innovation and diffusion

NOTE: We will have only one longer lecture and one large discussion section on Tuesday. Thursday is Thanksgiving Day.

- Sabatier and Weible (2014), Chapter 6
- Arnold, Gwen. 2014. Policy learning and science policy innovation adoption by street-level bureaucrats. *Journal of Public Policy* 34(3): 389-414.
- Chatfield, Akemi T. and Christopher G. Reddick. The role of policy entrepreneurs in open government data policy innovation diffusion: An analysis of Australian federal and state governments. *Government Information Quarterly* 35(1): 123-134.

:::::::::::: NOTE: ALL DISCUSSION SECTIONS NOW HELD ONLINE ::::::::::

Week 16 (Nov. 30 – Dec. 4): Budgeting

- Peters (2016) Chapter 7
- Lee, Frances E. 2003. Senate representation and coalition building in distributive politics. *American Journal of Political Science* 94 (1): 714-728.
- Melkers, Julia and Willoughby, Katherine G. 2005. Models of performance-measurement use in local governments: Understanding budgeting, communication, and lasting effects. *Public Administration Review* 65(2): 180-190.

Week 17 (December 7 – 9): Policy failure

NOTE: No class Thursday but I will hold an online discussion section at the same time for students who want to attend.

- McConnell, Allan. Policy success, policy failure and the grey areas in between. *Journal of Public Policy* 30(3): 345-362.
- Mendelberg, Tali. America failed to prepare for disaster long before Trump took over. *The New York Times*. April 28, 2020. <https://www.nytimes.com/2020/04/28/opinion/coronavirus-preparation-politicians.html>

Final paper (policy theory application) due on Tuesday, December 8 by 11:59pm

Week 18 (December 11 – 17): Finals week

Exam 4 on Tuesday, December 15