POLICY PROCESS
PADP 4650

Spring 2021
Tuesday & Thursday 2:20-3:35
Journalism Building 501

Department of Public Administration & Policy
University of Georgia

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"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 theoretical models that reduce complex sociopolitical 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 overall. The central objective of the course is to equip you with the knowledge and theories necessary for explaining policy choices and policy change. Specific learning objectives include gaining a comprehensive understanding of the U.S. policy process, building a theoretical toolbox to analyze policy change, and discerning sound research methods in policy studies.

COURSE DELIVERY GIVEN COVID-19

The state of the pandemic continues to be difficult and evolving. Please be patient with me and with one another as we navigate this [less] new educational world together. Course delivery is as follows:

The class will be hybrid synchronous, where half the class attends in-person and half attends online. Students will rotate daily (i.e., you will be in the classroom once per week and online once per week). There is a fully online option as well, no questions asked, and students are allowed to opt in-person or online on the day they are assigned to the classroom. Please email me ASAP if you plan on taking the course online only so I can sort out in-person rotations. If everyone opts to be online, I will teach from my home office (i.e., maskless). If we are hybrid synchronous, everyone will need to log

into the Zoom session and stay muted unless speaking. In every hybrid meeting, I will first turn to questions and discussion contributions from online participants and then in-person participants. I discuss this further below, but the course requires extensive participation and discussion despite the online format. Please come to class—online or in-person—prepared to contribute.

Please note that <u>class will be held fully online on several occasions</u> even in a hybrid synchronous format. These online sessions will take place when we conduct simulations and group work that is impossible to do in a socially distanced, hybrid classroom. Online sessions are noted in the course plan below and additional ones may be added as necessary. Please also note that my personal circumstances may change, and the class may need to go fully online. If this is a problem for you, please consider taking the course at another time.

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: As a reminder, 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 covering while inside campus facilities/buildings where six feet social distancing may not always be possible. Anyone not using a face covering when required will be asked to wear one or must leave the area. Reasonable accommodations may be made for those who are unable to wear a face covering for documented health reasons. 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: Effective Jan. 4, 2021, students who learn they have been directly exposed to COVID-19 but are not showing symptoms should self-quarantine for **10 days** (consistent with updated Department of Public Health (DPH) and Centers for Disease Control and Prevention (CDC) guidelines). Those quarantining for 10 days must have been symptom-free throughout the monitoring period. 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. We strongly encourage students to voluntarily take a COVID-19

test within 48 hours of the end of the 10-day quarantine period (test to be administered between days 8 and 10). Students may obtain these tests at Legion Field (https://clia.vetview.vet.uga.edu/) or at the University Health Center by calling 706-542-1162 (Monday-Friday, 8 a.m.-5 p.m.). Please DO NOT walk-in the University Health Center without an appointment. For emergencies and after-hours care, see https://www.uhs.uga.edu/info/emergencies. If the test is negative, the individual may return to campus, but MUST continue to closely monitor for any new COVID-19 symptoms through 14 days. DawgCheck is the best method for monitoring these symptoms. If new symptoms occur, the individual must not come to campus and must seek further testing/evaluation. If the test is positive at the end of the 10-day period, the individual must begin a 10-day isolation period from the date of the test.

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.

How do I participate in surveillance testing if I have NO symptoms? We strongly encourage you to take advantage of the expanded surveillance testing that is being offered from January 4 – 22: up to 1,500 free tests per day at Legion Field and pop-up locations. Testing at Legion Field can be scheduled at https://clia.vetview.vet.uga.edu/. Walk-up appointments can usually be accommodated at Legion Field, and pop-up saliva testing does not require pre-registration. For planning purposes, precise sites and schedules for the pop-up clinics are published on the UHC's website and its social media as they are secured: https://www.uhs.uga.edu/healthtopics/covid-surveillance-testing.

COURSE EXPECTATIONS

This is an upper division course and will require weekly class preparation and successful completion of several writing assignments. Although much of our work will take place online, I expect regular participation and engagement from students. To this end, 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. 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.

Importantly, class periods will involve lecture, discussion, and group activities. Participation in discussion and group activities is essential to excelling in this course. Much of the class period will involve applying concepts to real-world cases together and discussing assigned materials. Please come to class prepared to talk. I will supply you each week with questions to guide your thinking as

you read the assigned materials (which should be read before the first class period of every week); taking notes and writing questions down as you read will help prepare you to make contributions during class. 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. I will record the lecture components of the class sessions, but simulations and class discussions will not be posted to protect student privacy and allow for freer dialogue. PDFs of power point slides will be posted before the class period.

Having basic knowledge of the American institutional and partisan system is necessary for understanding course material. In the second week, I will post a recorded lecture and slides that provide an overview of this information. Please either watch the lecture or review the slides and make sure you have a strong grasp of the American system.

I will try to learn your names as quickly as possible; I will ask for your name until I've learned names so please be prepared to share it with the class every time you speak for the first few weeks. This is especially difficult with masks – if in-person, please sit in the same seat until I get to know you.

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 or emails from me as soon as you receive them.

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: Laptops preferably but any portable device is required because we all need to log into Zoom to hear one another in hybrid format. Devices will be used strictly for accessing Zoom, taking notes, or reviewing course materials. Your phone should not be visible unless you are using it to access Zoom and put it on silent (not vibrate). Students who disrupt class will be asked to leave.

You are required to have your full name visible in Zoom. Please check your name and update it accordingly or I will ask you to do so.

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 if possible because it will help us connect and signals to me that you're paying attention and participating. However, cameras are not required.

- 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.

Prohibition on Recording or sharing Lectures: In the absence of written authorization from the UGA Disability Resource Center, students may <u>not</u> make a visual or audio recording of any aspect of this course. Students who have a recording accommodation agree in writing that they:
- Will use the records only for personal academic use during the specific course.
- Understand that faculty members have copyright interest in their class lectures and that they agree not to infringe on this right in any way.
- Understand that the faculty member and students in the class have privacy rights and agree not to violate those rights by using recordings for any reason other than their own personal study.
- Will not release, digitally upload, broadcast, transcribe, or otherwise share all or any part of the recordings. They agree that they will not profit financially and will not allow others to benefit personally or financially from lecture recordings or other course materials.
- Will erase/delete all recordings at the end of the semester.
- Understand that violation of these terms may subject them to discipline under the Student Code of Conduct or subject them to liability under copyright laws.

Attendance policy: Attendance in class periods 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 noticed if you will be absent. If you will be absent due to religious holidays, I need notice by January 31st.

Late policy: Given the difficult circumstances, I have a more flexible late policy this semester. An optional exam is available at the end of the semester if you miss an exam. 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 right now.

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%
Three short answer exams (10% each)	30%
Policy process research project	
1. Scenario proposal	5%
2. Attention analysis	15%
3. Political interests brief	20%
4. Policy theory application	20%
Total:	**100%**

The **three short answer exams** will ask you questions ask you to define and apply concepts we're learning to real-world event(s). Think of these as long-form quizzes; they will be assessed by a letter grade (i.e., A, A-, B+, B, and so on). 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. An optional fourth exam will be offered at the end of the semester. I will take the three highest exam grades if you opt in to the fourth exam.

The **policy process research project** requires you to use scientific literature, concepts we learn in class, data, and policy theory to explain the policy process pertaining to a policy of your choosing and is comprised of four (2 page) short papers. Early in the semester, you will need to choose a specific local, state, or national policy (regulation or legislation). Preferably, it is an adopted policy but policies that reached an advanced stage of the policy process will be considered. The policy you choose should have a strong public record (media, journal articles, books), and should not be later than 2018. 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 ("scenario proposal") will involve writing a 1-2 paragraph 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 ("attention analysis"), you will analyze whether and how attention played a role in your policy scenario using the Comparative Agendas Project (CAP) data, which documents the rise and fall of public, media, and government attention to particular policy issues. In your third assignment ("political interests brief"), you will identify and describe the policy actors and interest groups that shaped your policy scenario. These assignments will help to inform your final assignment ("policy theory application"), in which you will explain the policy process underlying your policy scenario using one of the seven policy theories we study.

All writing assignments should be formatted as Times New Roman, 12 pt.-font, single-spaced, with 1-inch margins and submitted as Word documents via the eLC assignment portals.

Participation and discussion are very important in this course despite the hybrid format. Full credit for participation means showing up to every class and speaking regularly during discussions and group activities. Simulation days are worth more points, so I suggest you certainly show up then. You may be called on to answer questions during class.

FINAL GRADES

Final grades are assigned at the end of the semester based on each student's performance on the course requirements using the following scale. Please do not ask me to "round up"—I won't.

A	93-100	C+	78-79.99
A	90-92.99	C	73-77.99
B+	88-89.99	C-	70-72.99
B	83-87.99	D	60-69.99
B-	80-82.99	F	60 or below

REQUIRED READINGS & TECHNOLOGY

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

Research articles, book chapters, and other materials are also required each week. All readings, including the required text above, will be provided through eLC.

A laptop or desktop computer with an Internet connection is required. You will also need access to eLC, Zoom, and the remote library service.

COURSE PLAN

Week 1 (Jan. 14): Overview

Course overview and syllabus – please read syllabus carefully

Week 2 (Jan. 18-22): What is public policy and policy process theory and research?

Required: review American institutions module (either pdf and/or video)

Stone, Deborah. 1988. "Chapter 1: The market and the polis". *Policy paradox: The art of political decision-making.* New York, NY: W.W. Norton & Company, Inc.

Peters. Guy. 2016. Chapter 17, section "Ethical Analysis of Public Policy". *American public policy: Promise and performance.* (p. 464-480). Thousand Oaks, CA: CQ Press.

Read and listen to short podcast: Cairney, Paul. "What is policy?". Politics and Public Policy blog. https://paulcairney.wordpress.com/2016/03/04/what-is-policy-3/

Weible, Christopher. "Theories of policy processes: Ways to think about them and use them." Medium. August 14, 2020. https://medium.com/policy-process-matters/theories-of-policy-processes-ways-to-think-about-them-and-use-them-9368792ecb50

Optional (but helpful!): 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.*

Week 3 (Jan. 25-29): American institutions in comparative context

*NOTE: We are fully online Thursday for group activity – no in-person option.

Taylor et al. (2014), Chapter 1 and Chapter 2 p. 40-48

Tsebelis, George. 1995. "Decision Making in Political Systems: Veto Players in Presidentialism, Parliamentarism, Multicameralism and Multipartyism". *British Journal of Political Science* 25(3): 289-325.

Week 4 (Feb. 1-Feb 5): Rulemaking and administrative procedures

Policy proposal due on Monday, February 1 by 6:00pm

Potter, Rachel. 2019. "Chapter 1: The power of procedure". *Bending the Rules: Procedural politicking in the bureaucracy.* Chicago, IL: The University of Chicago Press. 1-21.

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 (Feb. 8-12): "Evidence-based" policymaking and the use of science

Exam 1 on Wednesday, February 10

Keller, Ann Campbell. 2009. "Chapter 2: Theories of science in policymaking". *Science in environmental policy: The politics of objective advice.* Boston, MA: MIT Press.

Cairney, Paul. "Evidence based policymaking". Politics and Public Policy blog.
https://paulcairney.wordpress.com/ebpm/
	*Please read full blog page AND select and read two additional links that interest you in the "7 key themes" section to recite and discuss in class)

Week 6 (Feb. 15-19): Agenda setting

*NOTE: We are fully online Tuesday for a group activity – no in-person option.

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.

Week 7 (Feb. 22-26): PT1 - Punctuated Equilibrium Theory (PET)

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.

Week 8 (March 1-5): PT2 - Advocacy Coalition Framework (ACF)

Attention analysis due on Monday, March 1 by 6:00pm

Sabatier and Weible (2014) Chapter 6

Doughtery, Kevin J., Nienhusser, Kenny H., Vega, Blanca E. 2010. "Undocumented immigrants and state higher education policy: The politics of in-state tuition eligibility in Texas and Arizona". *The Review of Higher Education* 34(1): 123-173.

Week 9 (March 8-12): Issue Framing and PT3 – Democratic Policy Design

Sabatier and Weible (2014) Chapter 4

Michener, Jamila. 2019. "Policy feedback in a racialized polity". *Policy Studies Journal* 47(2): 423-450.

Week 10 (March 15-19): PT4 - Narrative Policy Framework

Exam 2 on Wednesday, March 17

*NOTE: We are fully online Tuesday for a group activity – no in-person option.

Sabatier and Weible (2014) Chapter 7

Merry, Melissa K. 2018. "Narrative strategies in the gun policy debate: Exploring proximity and social construction". *Policy Studies Journal* 46(4): 747-770.

Week 11 (March 22-26): PT5 - Institutional Analysis and Design (IAD) Framework

Sabatier and Weible (2014) Chapter 8

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.

Listen to: *Planet Money's* "Elinor Ostrom Checks In"
https://www.npr.org/sections/money/2009/10/podcast_elinor_ostrom_checks_i.html

Week 12 (March 29-April 2): PT6 - Multiple Streams Framework

Policy actor analysis due by Monday, March 29 by 6:00pm

Sabatier and Weible (2014) Chapter 2

Henstra, Daniel. 2010. "Explaining local policy choices: A multiple streams analysis of municipal emergency management". *Canadian Public Administration* 53(2): 224–258.

Week 13 (April 5-9): PT7 - Policy diffusion (NO CLASS THURSDAY)

Sabatier and Weible (2014) Chapter 9

Shipan, Charles and Volden, Craig. 2008. "The mechanisms of policy diffusion". American Journal of Political Science 52(4): 840-857.

Week 14 (April 12-16): Street-level bureaucrats in policy implementation

<u>Exam 3 on Wednesday, April 14</u>

Arnold, Gwen. 2014. "Policy learning and science policy innovation adoption by street-level bureaucrats". *Journal of Public Policy* 34(3): 389-414.

Teodoro, Manny. 2009. "Bureaucratic job mobility and the diffusion of innovations". *American Journal of Political Science* 53(1): 175-189.

Week 15 (April 19-23): Collaborative governance in planning and implementation

Hui, Iris, Ulibarri, Niccola, and Cain, Bruce. 2018. "Patterns of Participation and Representation in a Regional Water Collaboration". *Policy Studies Journal* 48(3): 754-781.

Purdy, Jill M. 2012. "A framework for addressing power in collaborative governance processes". *Public Administration Review* 72(3): 409-417.

Week 16 (April 26-29): Budget process plus course wrap-up

*NOTE: We are fully online Thursday for a simulation – no in-person option.

Flink, Carla M. and Luis Molina Jr., Angel. 2017. "Politics or Professionalism? Budgeting for Bilingual Education". Urban Affairs Review 53(6): 1064-1087.

Weible, Christopher M., Heikkila, Tanya, deLeon, Peter, and Sabatier, Paul A. 2012. "Understanding and influencing the policy process". Policy Sciences (2012) 45:1–21.

Week 17 (May 3): Finals week

<u>Policy actor analysis due by Monday, May 3 by 6:00pm</u>

<u>Optional exam 4 on Thursday, May 6</u>