

**POLICY PROCESS
PADP 4650**

Spring 2022
Tuesday & Thursday 12:45-2:00p
Baldwin Hall 301

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

Instructor: Dr. Cory Struthers

Email: cory.struthers@uga.edu

Office hours: Thursday 10:00a-12:00p (reservation) or by appointment

Office: Baldwin Hall 414

Teaching Assistant: Alejandra Rodas Gaiter, alejandra.rodas@uga.edu

“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 & 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 situation collectively. Course delivery, per USG’s rules, is in-person without social distancing. I am not permitted to take any part of the course online without the provost’s permission. If we need to pivot to virtual learning on Zoom at some point during the semester, rest assured that this class is well-designed to make that change.

Vaccinations, including boosters, are *strongly* encouraged. Evidence suggests that vaccinations prevent serious death and illness and are effective against the new more contagious delta variant. If you are not vaccinated, please get vaccinated as soon as possible to protect yourself, your loved ones, and your classmates. The University Health Center offers first, second and booster doses of

the Pfizer vaccine free of charge to faculty, staff, students and their eligible dependents aged 16 and up. (For what it's worth, I received all three of my vaccinations at UHC and it was an exceedingly easy, professional, and supportive experience. I am happy to talk about my decision to get vaccinated or other related issues if that is helpful to you.) Beginning Jan. 4, 2022, faculty and staff who would like to schedule a COVID vaccine appointment at the University Health Center may do so by calling 706-542-5575. Surveillance testing remains important for tracking the pandemic in the UGA community. Tests on campus are free to faculty, staff and students. [Click here to schedule an appointment](#). Testing will be expanded through a pop-up locations at the Tate Student Center on January 11, 13, 18, 20, 25 and 27 from 10 a.m. – 2 p.m.

Any faculty, staff or student who tests positive for COVID is required to report that positive test through [DawgCheck](#) and to follow the advice provided.

Likewise, masks are *strongly* encouraged. Until transmission rates drop considerably, I will be teaching this course masked (usually with an n95). Masks effectively prevent transmission of COVID-19 and will help to protect both vaccinated and unvaccinated individuals, and those that are high risk (including my three-month old infant). I understand that masking for three hours is difficult and tiring – I too looked forward to being unmasked indoors this semester. However, I also understand that we must adapt to this unprecedented situation. As scholars and practitioners of public management, let's use this opportunity to demonstrate how well adaptive management can be done! We will take a 5-10m break during class to allow everyone to unmask and breathe fresh air outside and eat as needed. Students are welcome to take their own personal breaks anytime as well. If and where possible, social distancing is also encouraged.

If you become sick with COVID – whether you are vaccinated or not – you need to isolate per the CDC and GA DPH guidelines below. Accommodations will be made for anyone who tests positive or is exposed (in other words, whether you're symptomatic or not, I would prefer you didn't come to class until you receive a negative COVID-19 test result -- just notify me and we will arrange ways for you to stay up to speed). The CDC guidance currently declares:

If you test positive: Stay home for 5 days. If you have no symptoms or your symptoms are resolving after 5 days, you can leave your house. Continue to wear a mask around others for 5 additional days.

If you were exposed (and have been boosted, completed the primary series of Pfizer or Moderna vaccine within last 6 months, or completed primary series of J&J vaccine within the last 2 months): Wear a mask around others for 10 days and test on day 5, if possible. If you develop symptoms, get a test and stay home.

If you were exposed (are not boosted or are unvaccinated): Stay home for 5 days. After that continue to wear a mask around others for 5 additional days. Test on day 5 if possible.

COURSE EXPECTATIONS

This is an upper division course and will require weekly class preparation and successful completion of several writing assignments. 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.

Office hours: I will hold office hours at the time specified at the top of the syllabus. I find it more effective to meet on Zoom (screen sharing, ease of meeting, and so on); if you prefer an in-person meeting, please let me know and we can arrange one. To ensure that everyone has an opportunity to meet with me, please reserve your spot at We Join (<https://www.wejoinin.com/sheets/villc>) and please avoid scheduling meetings the day of office hours. 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 an appointment if you are unavailable during weekly office hours.

Teaching assistant: Alejandra Rodas Gaiter is a second year PhD student in Public Administration and Policy and a Fulbright Scholar. We are lucky to have Alejandra as a TA for this course – she has extensive local government experience and, as a Colombian citizen, will provide a unique comparative and international perspective. Her responsibilities include grading exams and teaching two weeks of the class; she will not hold office hours. Generally, you should refrain from emailing her directly unless your inquiry concerns exams or the weeks she teaches class (you should send most if not all inquiries about class to me). I am excited to have her participation this semester!

Technology: You will also need access to eLC and the remote library service; please email me right away if you access issues. Otherwise, there are no technology requirements. Laptops and portable devices are welcome in class but must only be opened and used to take notes or review course materials. Please do not have your phone visible and put it on silent (not vibrate). Students who disrupt class will be asked to leave.

If UGA/USG pivots classes online, 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.

Prohibition on recording or sharing lectures: In the absence of written authorization from the UGA Disability Resource Center, students may not 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 notice if you will be absent. If you will be absent due to religious holidays, I need notice by January 31st.

Late policy: My courses have flexible late policies. An optional exam is available at the end of the semester if you miss an exam. For late papers, you will be docked five 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	15%
4. Policy theory application	25%
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. Limited feedback will be provided on individual exams but detailed answers will be given in class following grade returns.

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 assignments (three two-page papers). Early in the semester, you will need to choose a specific national policy (regulation or legislation – NOT a court case) to study. Preferably, it is an adopted policy but policies that reached an advanced stage of the policy process will be considered. The policy should have a strong public record (media, journal articles, books), and should be proposed/adopted between 1950-2018. You are more than welcome to choose a policy outside of the U.S. as long as the country is part of the Comparative Agendas Project (CAP) (see list under “Select a project” <https://www.comparativeagendas.net/>).

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 CAP data, which documents the rise and fall of public, media, and government attention to 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	94-100	C+	77-79.99
A-	90-93.99	C	74-76.99
B+	87-89.99	C-	70-73.99
B	83-86.99	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. The book is available in UGA’s online library.

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. 10-14): Overview (could make this virtual so everyone can attend easier?)

No class will be held on Tuesday following UGA’s national championship game. Instead of coming to class, please read the syllabus and review the posted eLC materials. On Thursday, we will have introductions and I will provide an overview of the course and syllabus.

Week 2 (Jan. 17-21): 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. 24-28): American institutions in comparative context

*NOTE: Simulation/group activity on Thursday.

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 (Jan. 31-Feb 4): Rulemaking and administrative procedures

Policy proposal due on Monday, January 31 by 11:59pm

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. 7-11): "Evidence-based" policymaking and the use of science

Exam 1 on Wednesday, February 9

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. 14-18): Agenda setting

*NOTE: Simulation/group activity on Thursday.

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. 21-25): 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 (Feb. 28-March 4): PT2 - Advocacy Coalition Framework (ACF)

Attention analysis due on February 28 by 11:59pm

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 7-11): SPRING BREAK, NO CLASS

Week 10 (March 14-18): 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 11 (March 21-25): PT4 - Narrative Policy Framework

Exam 2 on Wednesday, March 16

*NOTE: Simulation/group activity on Thursday.

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 28-April 1): 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 (April 4-8): PT6 - Multiple Streams Framework (NO CLASS THURSDAY)

Policy actor analysis due by Monday, March 28 by 11:59pm

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 11-15): PT7 - Policy diffusion & policy theories review

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 18-22): Street-level bureaucrats

Exam 3 on Wednesday, April 13

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 25-29): Budget process

*NOTE: Simulation/group activity on Thursday.

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 16 (May 3): Collaborative governance

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 17 (May 9-13): Continuation of finals week

Policy actor analysis due by Monday, May 9 by 6:00pm

Optional exam 4 on Thursday, May 5