

## **PADP 8620: Policy Process**

**Fall 2022**

*University of Georgia  
School of Public and International Affairs  
Department of Public Administration and Policy*

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Office: Baldwin Hall 415  
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Class Schedule: Tuesdays, 3:55 PM to 6:45 PM  
Class Location: Baldwin 102

Office Hours: available by appointment

### **Course Description**

Key concepts in the study of public policy. Among the topics covered are description of policy process to include agenda setting, policy formulation, and policy adoption.

This course is designed to familiarize you with the policy process and how to communicate complex policy information to different audiences. Two competencies that students can expect to gain from this course are (1) understanding and communicating the policy cycle, and (2) an ability to critically analyze policy concepts and how these relate to your role as a professional. These skills will be valuable for careers in public administration and provide a foundation for students interested in policy-related research. These competencies will be developed through individual writing exercises and in-class discussion.

How will we approach these discussions and exercises? This course will be conducted in person once per week.

### **Student Learning Objectives**

- Students will become familiarized with the roots of policy process studies and how the field has evolved over time.
- Students will develop and improve their command of theoretical concepts in order to conceptually frame and communicate policy information.
- Students will link concepts covered in the course to their own role in the policy process.
- Students will complete regular exercises and assignments to convey policy process information for different audiences.

### **Required Text**

Birkland, Thomas A. *An introduction to the policy process: Theories, concepts, and models of public policy making*. Routledge, 2019.

You will need to purchase your book either from the UGA bookstore or from your favorite online vendor.

## Recommended Text

Sabatier, Paul A., ed. *Theories of the Policy Process*. Westview Press, 2014. (The 2018 edition has some of the most recent updates in theoretical advancement, but much of the same content).

## eLearning Commons and Online Resources

In addition to the required textbooks, additional reading is posted in a folder in the eLearning Commons (eLC). Students can access online information about our class at <http://elc.uga.edu>. Graduate students should become familiar with searching for journal articles and books using the library's holdings and electronic databases. Many journals are free to you through your status as a student at the University of Georgia, and you should make use of these resources.

## Assignments and Grade Distribution

Assignments will be evaluated using a point system, with 100 points possible for the class. Note, the grade "A" indicates "outstanding" achievement. The following scale will be used to assign letter grades in this class:

100 – 94 points A	86.9 – 83 points B	75.9 – 70 points C
93.9 – 90 points A-	82.9 – 80 points B-	69.9 – 60 points D
89.9 – 87 points B+	79.9 – 76 points C+	59.9 – 0 points F

Assignment	Due Date	Points
In-Class Discussion (MPA and PhD)	Weeks 2-14	12
Case Study Review (MPA and PhD)	September 23	10
Take Home Midterm	October 12	28
Statement—Self Reflection and the Policy Process	November 18	10
Policy Brief/Paper Presentations (MPA and PhD)	December 6	20
Group Policy Brief (MPA, PhD students choose)	December 14	20
Research Paper (PhD students choose)	December 14	20

*In-Class Discussion:* A core feature of this class is to engage with the material to develop—and strengthen—a command of policy process concepts. This will entail discussion in class of the concepts throughout lecture, engaging with discussion entries that are posted prior to class, and participating in small-group exercises.

*Case Study Review:* The case study review is a writing assignment that challenges students to i) articulate how the policy case illustrates concepts of the policy process and ii) what strategies, as a practitioner, they would employ to address what they consider challenges. The case study will correspond to a 'stage' of the policy process (see 'Note: Use this case to write Case Study Review'). Details for the assignment is summarized in an assignment information sheet found in the eLC. The assignment information sheet contains the rubric that will be used to evaluate the review. Prior to the review, we will cover review-writing strategies and resources. The case study review is due **September 23 by 11:59pm EST**.

*Take-Home Midterm:* There are two essay examinations that comprise 40% of your final grade. The exams are designed to assess your command of the material and concepts we cover therein.

Foundational knowledge about the field of public administration, its change over time, and current challenges you will encounter as a professional in the field are all critical to your success in public service provision.

The exam will include one required question, and students will select two additional questions from a set of three, focusing on material covered up to that point in the semester. The written response should be two-three pages double-spaced for each question. With note taking and class participation throughout the semester, students should need no more than three hours to complete the final exam. Exam One is due on **eLC by 3:55pm EDT on Wednesday, October 12.**

*Statement—Self Reflection and the Policy Process:* Much of the policy process study is theoretical. There is, nevertheless, an applied aspect as we navigate what each “stage” of the policy process means for practice (e.g., as public administrators or decision makers). Students will reflect on what we have covered thus far and consider how—or whether—they foresee their role in the process and why. This is a credit/no-credit exercise contributing 10 points to the final grade. Students may think of this exercise as a document that contributes to a professional portfolio, illustrating their expertise in the field. The statement is to be uploaded to **eLC by 11:59 PM EST on Friday, November 18.**

*In-Class Presentation:* Clearly and concisely communicating the elements of your policy brief is a critical skill to build, especially when conveying this information to decision makers with limited time. Your group (to be assigned in class) will give a 10-minute PowerPoint presentation of key points from your policy brief (PhD students, you will do the same if you choose to write a research paper). As a supportive exercise, other presenting groups will ask questions and offer recommendations to improve the content (pointers on feedback will be posted to eLC). Presentations will take place on **December 6 during class.** Instructions for developing and giving a presentation will be posted on eLC.

*Policy Brief:* A policy brief is a key resource for framing policy issues, discussing what is known about the issue, how this relates to policy goals, and recommending solutions to decision makers or other target audiences. Like the op-ed, this assignment will focus on your group’s policy issue of choice. By **Week 12**, I will ask your group for an update on the topic, direction, and status of the paper, and we will have discussion time in class. Instructions will be posted to eLC. The policy brief is due on **December 14 by 11:59pm EST** on eLC.

*Research Paper:* Depending on your position in your graduate program, the paper should be used as the basis for a grant proposal, a dissertation prospectus, or a dissertation chapter. The paper should be journal length. It is due on **December 14 by 11:59pm EST on eLC.** I would like to meet with you to discuss your paper topic at least one week before fall break, so please contact me to schedule a time to meet. Otherwise, I will assume that you are writing a policy brief.

#### *Assignment Submission and Grades*

Assignments—unless completed as part of an in-class exercise—will be submitted on eLC by the set deadline.

All grades will be posted in a timely manner in eLC. Students are encouraged to frequently check their progress during the semester. Students have two weeks after a grade is posted to meet with me regarding grading issues. **After two weeks, the grade WILL NOT be changed.**

Should you wish to discuss your grade, you must meet with me during office hours or by Zoom. I am not able to discuss grades by email.

## **Class Expectations and Guidelines**

*Class Preparation and Discussion:* Complete the reading assigned before each class meeting and be prepared for discussion. Make sure everyone has an opportunity for input. We are interested in each person's contribution, so please understand if I ask for brevity or a conclusion to a chain of discussion. Your dedication each week will be necessary for gaining the knowledge and tools necessary for the writing assignments and presentation. Finally, you are expected to practice professional decorum and respect in the classroom.

*Lecture Protocols:* Recording or distribution of class sessions (video or audio) is prohibited. If a student wishes to record, they must first gain approval from the instructor and other students that may be included in the recording. Students that require recording for purposes of special accommodation must have relevant written accommodations from the UGA Disability Resource Center. Please see the DRC [guidelines](#) for more information.

Freedom of expression is welcome, but decorum must be professional and respectful. In accordance with UGA [here](#), expressive activities must not disrupt the class.

*Preferred Name and Pronouns:* Professional courtesy and sensitivity are especially important with respect to individuals and topics dealing with differences of race, culture, religion, politics, sexual orientation, gender, gender variance, and nationalities. Class rosters are provided to the instructor with the student's legal name. I am eager to address you by your preferred name and/or gender pronoun. Please advise me of this preference early in the semester so that I may make appropriate changes to my records.

*Academic Honesty:* As a University of Georgia student, you have agreed to abide by the University's academic honesty policy, "A Culture of Honesty," and the Student Honor Code. All academic work must meet the standards described in "A Culture of Honesty" found at: <https://honesty.uga.edu/Academic-Honesty-Policy/>. Lack of knowledge of the academic honesty policy is not a reasonable explanation for a violation. Questions related to course assignments and the academic honesty policy should be directed to the instructor.

*Plagiarism:* Our capacity to learn and synthesize knowledge within the public administration profession depends upon our ability to build on the foundation of existing knowledge and research. Recognizing and documenting the work of others is critical for all students, but especially for graduate students. When writing, students must take great care in how they reference ideas and information sources. **Never use someone else's words or ideas in your writing without proper attribution.** Serious penalties exist for academic misconduct and plagiarism. Students should read and be familiar with the following resources:

- o UGA Academic Honesty Policy: Plagiarism  
[https://honesty.uga.edu/Academic-Honesty-Policy/Prohibited\\_Conduct/](https://honesty.uga.edu/Academic-Honesty-Policy/Prohibited_Conduct/)

- o UGA Libraries Research Guide: Writing and Citing  
<http://www.libs.uga.edu/researchguide/writing/index.html>

*Mental Health and Wellness Resources:* If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach in the Division of Student Affairs at 706-542-

7774 or visit <https://sco.uga.edu>. They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.

- UGA has several resources for a student seeking mental health services (<https://www.uhs.uga.edu/bewelluga/bewelluga>) or crisis support (<https://www.uhs.uga.edu/info/emergencies>).
- If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://www.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.

*Electronic Devices:* Silence all phones and other electronic noise-making devices while you are in the classroom. Save text messages and emails for the break or after class. Laptop computers or tablets may be used for taking notes, but students must refrain from participating in any online activities during class. Before using electronic devices with online access in class, students should be aware of the learning distractions associated with these technologies in the classroom (e.g., <http://tinyurl.com/q7pdtgc>).

*Attendance and Accommodations:* Attendance is not required, but it is necessary to receive credit for in-class discussion. To receive full credit for in-class discussion, you will need to attend 12 of the 14 classes (this does not include the presentation day on December 2). You are responsible for staying up to date on class content. If you fall ill, please communicate with the instructor so that we can make appropriate accommodations. If health concerns develop and you require an accommodation, please reach out to the instructor and/or the Disability Resource Center (DRC) on campus, as appropriate. The DRC can be reached at [drc@uga.edu](mailto:drc@uga.edu) or 706.542.8719.

*Late Assignments:* Deadlines have been structured so that the instructor can provide regular and periodic feedback on your understanding and application of the course material. For late submissions, 1 point will be deducted from the final grade of the assignment for each day it is late. **No late material will be accepted after December 14, 2021.**

*Communication with the Instructor:* Throughout the semester, you can reach me by email, and can expect me to return correspondence in a timely manner (at most 48 hours, not including weekends). I am also available to talk during office hours. If the available time slot does not align with your schedule, contact me by email so that we can identify a good meeting time.

*Disabilities and Accommodations:* If you plan to request accommodations for a disability, please register with the Disability Resource Center. They can be reached by visiting Clark Howell Hall, calling 706-542-8719 (voice) or 706-542-8778 (TTY), or by visiting <http://drc.uga.edu>

*Syllabus and Schedule Changes:* The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary. The instructor will communicate changes in writing through your UGA email account.

*Other Logistics:*

- Please go [here](#) to learn more information on the confidentiality of student records.

- Requests for incompletes (I) and withdrawal (W) must be made in accordance with university policies. For information on incompletes, please go to [here](#); for withdrawals go [here](#).

## Coronavirus Information for Students

Information on resources for dealing with COVID-19 are outlined here.

- **DawgCheck:** You are strongly encouraged to 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.
- **What do I do if I have symptoms?** Students showing symptoms should self-isolate and schedule an appointment with the University Health Center by calling 706-542-1162 (Monday-Friday, 8am–5pm). Please DO NOT walk-in. Please go to the UGA [emergencies and after-hours care website](#) for more information.
- **What do I do if I am notified that I 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](mailto: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.
- **How do I get a 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.
- **What do I do if I 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.

## Mental Health and Wellness Resources

If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach in the Division of Student Affairs at 706-542-7774 or visit <https://sco.uga.edu>. They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.

UGA has several resources for a student seeking mental health services (<https://www.uhs.uga.edu/bewelluga/bewelluga>) or crisis support (<https://www.uhs.uga.edu/info/emergencies>).

If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://www.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.

## Schedule

Our class meets once per week on Thursday from 7:00pm to 9:50pm. Students are expected to complete the assigned readings and modules *before* the class. We will then cover the lecture and students will engage in discussion and exercises relating to weekly content. Any questions about the schedule can be directed to [evbell@uga.edu](mailto:evbell@uga.edu).

## Course Outline

### **Week 1 (August 23): Syllabus Review and Course Overview**

We will meet to discuss the syllabus, introduce ourselves, and discuss the direction and expectations for the course.

Reading (complete **before** August 19):

- [Paul Cairney: Politics and Public Policy](#)

Assignments:

There will be a Q&A session during class time. Please bring your questions.

Please complete the online survey (link posted on eLC) for class on or before August 23.

### **Week 2 (August 30): The Policy Process as Part of a System**

Readings (complete before August 26):

**NOTE:** textbook readings are posted this week on eLC if some still need to buy the book.

- Birkland Ch. 1: Introducing the Policy Process, pp. 1-27.
- Birkland Ch. 2: Elements of the Policy-Making System, pp. 33-37.
- Tönurist et al. (2020). Introducing Systems Thinking into Public Sector Institutions: Learning by Doing? (posted on eLC)

### **Week 3 (September 6): Policymaking and the Structure of US Government**

Readings (complete before September 2):

- Birkland Ch. 2 (*continued*), pp. 37-69 & 75-105.
- Peters pp. 28-33 (posted on eLC).
- Excerpt from Elazar, D. J. (1987). *Exploring federalism*. (posted on eLC).

### **Week 4 (September 13): Official and Unofficial Actors in the Policy Process**

Readings (complete before September 9):

- Birkland, Ch. 4 and Ch. 5
- Weible, C.M. & Karin Ingold. 2018. "Why advocacy coalitions matter and practical insights about them." *Policy and Politics*, 46(2), 325-43. (posted on eLC)

## **Week 5 (September 20): Policy Theory and Its Applications**

Readings (complete before September 16):

- Birkland, Ch. 11
- Cairney, Paul. "Standing on the shoulders of giants: how do we combine the insights of multiple theories in public policy studies?" *Policy Studies Journal* 41, no. 1 (2013): 1-21. (posted on eLC)
- Cairney, P. (2015). How can policy theory have an impact on policymaking? The role of theory-led academic-practitioner discussions. *Teaching Public Administration*, 33(1), 22-39. (posted on eLC)

Assignments:

Work on case study review, due September 23 at 11:59pm EDT.

## **Week 6 (September 27): Belief Systems**

Readings (complete before September 23):

- Jenkins-Smith, Hank, Daniel Nohrstedt, Chris Weible, and Karin Ingold. 2018. "Chapter 4: The Advocacy Coalition Framework." In *Theories of the Policy Process*. pp. 140-141.
- Peters, Ch. 16
- Sabatier, P., Hunter, S., & McLaughlin, S. 1987. "The devil shift: Perceptions and misperceptions of opponents." *Western Political Quarterly*, 40 (3), 449-476.

## **Week 7 (October 4): The Role of Science in the Policy Process**

Readings (complete before September 30):

- Karl, H. A., Susskind, L. E., & Wallace, K. H. (2007). A dialogue, not a diatribe: effective integration of science and policy through joint fact finding. *Environment: Science and Policy for Sustainable Development*, 49(1), 20-34.
- Cairney, P., & Oliver, K. (2017). Evidence-based policymaking is not like evidence-based medicine, so how far should you go to bridge the divide between evidence and policy?. *Health research policy and systems*, 15(1), 1-11.
- Henry, A.D.H., Dietz, T., and Sweeney, R.L. (2020). "Coevolution of Networks and Beliefs in U.S. Environmental Risk Policy. *Policy Studies Journal*, 0 (0), 1-28.

## **Week 8 (October 11): Take-home midterm**

Midterm available on eLC in Instructions for Assignments folder; due October 12 EDT on eLC in Assignments Submission folder.

## **Week 9 (October 18): Problem Definition, Agenda Setting, and Politics of Attention**

Readings (complete before October 18):

- Birkland, Ch. 6
- Kingdon Ch. 8, pp. 168-179

- Downs, A. (1972). Up and down with ecology: The issue-attention cycle. *The public*, 462-473.
- Conduit or contributor? The role of media in policy change theory (Shanahan et al. 2008) (posted on eLC)
- Crow, D., & Jones, M. (2018). Narratives as tools for influencing policy change. *Policy & Politics*, 46(2), 217-234. (posted on eLC)
- Policy in 500 Words: Punctuated Equilibrium Theory (Cairney 2019)

### **Week 10 (October 25): Policy Design, Tools, and Types**

Readings (complete before October 21):

- Birkland, Ch. 7
- Birkland, Ch. 9
- Schneider, A., & Ingram, H. (1990). Behavioral assumptions of policy tools. *The journal of politics*, 52(2), 510-529.

Assignments:

**PhD students: develop idea(s) for research paper (if this is the route you choose), contact Dr. Bell to discuss.**

### **Week 11 (November 1): Policy Analysis**

Readings (complete before October 28):

- Birkland, Ch. 8
- “Policy Analysis in the Policy Process” by Dunn (2012), pp. 31-41 and 54-57 (posted on eLC)
- Blanchard, S. (2007). Policy analysts: Shaping society through research and problem-solving. *Occupational Outlook Quarterly*, 51(1), 20. (posted on eLC)

### **Week 12 (November 8): Policy Implementation and Failure**

Readings (complete before November 4):

- Birkland, Ch. 10, pp. 343 – 354
- O'Toole Jr, L. J. (2000). Research on policy implementation: Assessment and prospects. *Journal of public administration research and theory*, 10(2), 263-288.
- Moulton, S., & Sandfort, J. R. (2017). The strategic action field framework for policy implementation research. *Policy Studies Journal*, 45(1), 144-169.
- Emerson, K., Nabatchi, T., & Balogh, S. (2012). An integrative framework for collaborative governance. *Journal of public administration research and theory*, 22(1), 1-29.
- Nilsen, P., Ståhl, C., Roback, K., and Cairney, P. (2013). Never the twain shall meet? – a comparison of implementation science and policy implementation research. *Implementation Science* 8(63), 1-12.

Optional reading:

- Riccucci, N. M. (2005). Street-level bureaucrats and intrastate variation in the implementation of temporary assistance for needy families policies. *Journal of Public Administration Research and Theory*, 15(1), 89-111. (posted on eLC)

### **Week 13 (November 15): Learning**

Readings (complete before November 11):

- Birkland, Ch. 10, pp. 354-366
- Bennett, C. J., & Howlett, M. (1992). The lessons of learning: Reconciling theories of policy learning and policy change. *Policy Sciences*, 25(3), 275-294. (posted on eLC)
- May, P. J. (1992). Policy learning and failure. *Journal of Public Policy*, 12(4), 331-354. (posted on eLC)

Assignments:

Work on self-reflection statement, due November 18 at 11:59pm EST.

### **Week 14 (November 22): Holiday Break, NO CLASS**

### **Week 15 (November 29): Policy Innovation**

Readings (complete before November 18):

- Berry, Frances Stokes and William Berry. 2014. "Innovation and Diffusion Models in Policy Research." In *Theories of the Policy Process*, 3rd edition, 307-338. Edited by Paul Sabatier. Boulder, CO: Westview Press. (posted on eLC)
- Mintrom, M. 1997. "Policy entrepreneurs and the diffusion of innovation." *American journal of political science*, 738-770. (posted on eLC)
- Volden, C., Ting, M.C., and Carpenter, D. P. (2008). A Formal Model of Learning and Policy Diffusion. *American Political Science Review*, 102 (3), 391-332. (posted on eLC)
- Pp. 840 – 845 of Shipan, C. R., & Volden, C. (2008). The mechanisms of policy diffusion. *American journal of political science*, 52(4), 840-857. (posted on eLC)

Assignments:

Work on policy brief/research paper, due by December 14 at 11:59pm EST.

Read instructions for the presentation; bring to class any questions about the assignment. Prepare a 10-minute PowerPoint presentation of policy brief/research paper for class on December 6. (Instructions on eLC)

### **Week 16 (December 6): Policy Brief Presentations**

Assignments:

Work on policy brief, due by December 14 at 11:59pm EST.