

**CALIFORNIA STATE UNIVERSITY, SACRAMENTO****PPA 270:  
Introduction to Collaborative Policy Making  
Fall, 2006**

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Meeting time and place:  
Tuesdays, 6-8:50, Mendocino 1032

Office hours: Tuesdays/Thursdays  
4:30-5:45, and by appointment

**OVERVIEW**

This seminar is designed to explore and understand the collaborative approach to policy making and governance. Consideration will be given to how this new form and practice is being used to break out of traditional “wicked” policy controversies and produce policy innovations and sometimes consensus for action. The seminar will explore the theory on which collaborative decision making is based and the benefits a collaborative approach may provide. Particular attention will be given to the importance of narrative stories in the collaborative process. The course will also consider the determinants of different outcomes of real world collaborations, and critically examine the benefits and costs of collaboration in practice. Additionally, the course will consider examine various challenges to collaborative governance such as legal structures that may discourage it, the danger of cooptation, and the inattention of the mass public. Extensive use will be made of case studies.

**SPECIFIC LEARNING GOALS**

At the end of PPA 270 it is expected that students will understand:

1. The background that led to consideration of collaborative methods for addressing real world problems.
2. The assumptions and goals of collaborative policy making.
3. Methods of narrative and frame analysis.
4. How to assess when collaborative policy tools may or may not be appropriate.

5. The circumstances that make it more or less likely to achieve agreements during a collaborative process.
6. The best available evidence as to the gains and losses from collaboration in practice.
7. Some practical challenges to collaborative methods in practice.

## CONDUCT OF THE SEMINAR

This seminar will rely heavily on student participation both to explore the intellectual content and practice the interactive methods of deliberative policy analysis and collaborative policy-making. Regular use will be made of participant exercises prepared in advance of seminar sessions to apply the methods for the seminar discussions. Students may be asked to take the lead in facilitating class discussions. To be successful, students will need to read class materials prior to class, prepare for the exercises, and engage fully in each session.

## READINGS

Three books are required and may be purchased at the Hornet Bookstore. The books are as follows:

Hibbing, John R., and Elizabeth Theiss-Morse. 2002. *Stealth Democracy: Americans' Beliefs about How Government Should Work*. Cambridge: Cambridge University Press.

Roe, Emory. 1994. *Narrative Policy Analysis: Theory and Practice*. Durham: Duke University Press.

Sabatier, Paul A., et al., eds. 2005. *Swimming Upstream: Collaborative Approaches to Watershed Management*. Cambridge, MA: MIT Press.

Additionally, there are a few required articles/case studies that may be downloaded for free from the Center for Collaborative Policy Making's Web site ([www.csus.edu/ccp/](http://www.csus.edu/ccp/)) or made available by other means.

## ASSIGNMENTS AND GRADING

There will be one short paper early in the semester, requiring you to apply the tools of collaborative analysis. There will also be a take home examination about 2/3 of

the way through the semester and an in-class final examination. Additionally, there will be a major group project in which students apply the tools of collaborative policy making to a current policy issue. Students will determine the topics and select into groups during the first part of the semester, and will also help to establish ground rules for the group project.

Assignment due dates are specified in the class schedule section at the end of this syllabus.

Course grades will be determined in accordance with the following weights:

Final exam	25%
Group project	25%
Midterm exam	20%
Paper	15%
Class participation	15%

## MAKE-UP ASSIGNMENTS AND MISSED CLASSES

Except under unusual circumstances, late assignments will *not* be accepted. At my discretion, a student who misses a deadline *may* be given a make-up assignment. Whether or not a penalty will be assessed depends on the reason (e.g., a family emergency constitutes a good reason; a competing requirement for another course does not).

You should inform me prior to class if you must miss class on a specific day. Except under very unusual circumstances, a student who misses three classes will be penalized one entire grade (e.g., a B+ for the course will become a C+), and a student who misses more than three classes will receive a failing grade.

## CLASS SCHEDULE

SEPTEMBER 5. Introduction

**Read:** 1) “Public Conversations and Legislative Deliberations: Oregon’s Governor Barbara Roberts Takes on Fiscal Reform,” Kennedy School of Government Case Study, Harvard University, C-16-94-1235 (regular case plus sequel)—*Important note:* instructions for downloading to be provided; 2) Sabatier et al., *Swimming Upstream*, chapter 1

SEPTEMBER 12. The Aims and Premises of the Collaborative Approach

**Read:** 1) *Swimming Upstream*, chapter 3; 2) David Boher, “Collaborative Governance Processes in Practice,” *National Civic Review*, Winter, 2004, pp. 32-46; 3) Judith E. Innes and David E. Booker, “Collaborative Policymaking: Governance through Dialogue” (download from <http://stellar.mit.edu/S/project/deliberatedemocracy/materials.html>)

**Guest Speaker:** David Boher, CCP

SEPTEMBER 19. Why Collaboration? Roots of the Modern Collaborative Approach

**Read:** 1) *Swimming Upstream*, chapter 2; 2) Eugene Bardach, *Getting Agencies to Work Together*, chapter 1 (on reserve at the CSUS library)

**Guest Speaker:** Kamyar Guivetchi, Department of Water Resources

SEPTEMBER 26. Tools: Analyzing Frames and Stories, Part 1

**Read:** Roe, *Narrative Policy Analysis*, intro., chapters 2-3 and Appendix 1-3

OCTOBER 3. Tools: Analyzing Frames and Stories, Part 2

**Paper on collaborative tools due**

**Read:** 1) Roe, *Narrative Policy Analysis*, chapter 6, conclusion; 2) Dvora Yanow, “Assessing Local Knowledge,” in *Deliberative Policy Analysis* (on reserve at CSUS library)

OCTOBER 10. An (Important) Digression: Selecting Group Projects, Setting Group Norms

**Read:** Alice M. Schumaker, “In Search of a Model for Effective Group Projects:

From the MPA Student Perspective," *Journal of Public Affairs Education*, 11 (January, 2005), pp. 21-34; on reserve at the CSUS library

OCTOBER 17. Pulling the Pieces Together: Elements of a Collaborative Approach

**Read:** DIAD model, Five Stages of Collaborative Decisions on Policy Issues, Conditions Favorable to Initiate an Interest-Based Collaborative, and Conditions for Authentic Dialogue (download from CCP Web site, [www.csus.edu/ccp](http://www.csus.edu/ccp)); Ilana Shapiro, "Theories of Change" (downloading information forthcoming)

**Guest Speaker:** Susan Sherry

OCTOBER 24. Determinants of Different Collaborative Process Outcomes

**Read:** 1) Meghann Leonard, "Assessing Human Services Collaboratives: A Comparative Case Study," MPPA thesis, 2006, selections; 2) Eugene Bardach, *Getting Agencies to Work Together*, chapter 9 (on reserve at the CSUS library); 3) *Swimming Upstream*, chapters 6, 8

**Guest Speaker:** Meghann Leonard

OCTOBER 31. Evaluating the Gains and Losses from Collaboration

**Read:** 1) William D. Leach, "Is Devolution Democratic? Assessing Collaborative Environmental Management," download from CCP Web site; 2) *Swimming Upstream*, chapter 7

**Guest Speaker:** Bill Leach

NOVEMBER 7. Group Project Meetings

**Take home exam due**

NOVEMBER 14. Challenges: Governance Structures and Laws

**Read:** Lauri Diana Boxer-Macomber, "Too Much Sun? Emerging Challenges Presented by California & Federal Open Meeting Legislation to Public Policy Consensus-Building Processes," download from CCP Web site

NOVEMBER 21. Challenges: Pseudo-Collaboration, Cooptation, etc.

**Read:** 1) Iris Young, "Activist Challenges to Deliberative Democracy;" 2) Michael Walzer, "Deliberation... and What Else?" (download both from <http://stellar.mit.edu/S/project/deliberativedemocracy/materials.html>)

NOVEMBER 28. Challenges: the Willingness of the Public to Get Involved, Part 1

**Read:** Hibbing and Theiss-Morse, *Stealth Democracy*, chapters 1, 4-6 (skim chapters 2-3)

DECEMBER 5. Challenges: the Willingness of the Public to Get Involved, Part 2

**Read:** 1) Hibbing and Theiss-Morse, *Stealth Democracy*, chapters 7-9;  
2) *Swimming Upstream*, chapter 5

DECEMBER 12. Group Presentations

***Group project papers due***

DECEMBER 19: Final exam