

**California State University, Sacramento**  
**Department of Public Policy and Administration**

**PPA 272**  
**Collaborative Policy Making Advanced Practice**  
**Fall 2009**

David Booher, M.A., M.S.P  
Senior Policy Advisor  
Center for Collaborative Policy  
815 S Street  
Sacramento, CA. 95811  
(530) 758-2774  
[dbooher@berkeley.edu](mailto:dbooher@berkeley.edu)

Meeting Place and Time:  
Location: CCP, 815 S St.  
9:30-4:30, 9/19, 9/26, 10/24  
10/31, 11/14, 11/21, 12/12  
Office hours: By appointment  
CCP, 815 S Street

Prerequisites: PPA 271 or the permission of the Instructor.

**Course Description**

This is a practice driven, highly participatory course for professionals who require more advanced skills in collaborative methods. Topics include conflict analysis, facilitation of group problem solving, working with the media, interagency network management, public participation, and facilitating collaborative organizations. The focus is on active learning with practice in a wide variety of collaborative skills.

**Course Content**

Students will practice a wide variety of advanced collaborative skills through scenarios, role plays, case studies, and facilitation of class discussion. The class sessions are intended to follow the practices of good collaboration.

Participants will increase their skill at applying the core values of collaboration and will enhance their techniques of analyzing and managing conflict. They will practice integrating these skills into a variety of settings such as collaborative groups, collaborative strategies for organizations, inter-organizational networks, internal group process, and public participation. Students will also broaden their conception of collaborative practice beyond the concept of neutrality and explore how collaborative techniques can be useful in internal organizational and advocacy roles. Although students will have opportunities to practice group and interpersonal facilitation, this is not a stand-up facilitation training course.

## **Description of Expected Learning Objectives**

As a result of this course, students will be able to:

- Understand their options in a conflict situation and determine when collaboration is or is not part of an appropriate response.
- Analyze conflict and be able to respond appropriately.
- Act in a collaborative manner, and encourage collaboration in others, in settings such as interagency networking, public participation processes, formal collaborative groups, and day-to-day teamwork and internal agency processes.
- Understand and apply the core values and ethics of collaboration to a variety of situational challenges, including group problem solving, organizations, networks, and public involvement.
- Assess real-time challenges to collaboration and use a number of tools to respond appropriately based upon the specific context.
- Act as effective and ethical advocates, coaches, and conflict participants in situations where collaboration is not appropriate.
- Apply collaborative tools and methods to professional practices to improve collaborative governance effectiveness.

## **Required Readings**

### **Texts:**

Eugene Bardach. 1998. *Getting Agencies to Work Together: The Practice and Theory of Managerial Craftsmanship*. Brookings Institution Press.

James L. Creighton. 2005. *The Public Participation Handbook: Making Better Decisions through Citizen Involvement*. Jossey-Bass.

Stephen Goldsmith and William D. Eggers. 2004. *Governing by Network: The New Shape of the Public Sector*. Brookings Institution Press.

### **Articles:**

Peter Bogason. 2006. "The Democratic Prospects of Network Governance", *American Review of Public Administration* 36:1, pp. 3-18. (Distributed by email)

David E. Booher. (forthcoming) "Governance for Adaptive Management: CALFED as an Emergent Complex Adaptive System". (Distributed by email)

Satish Nambisan. 2008. *Transforming Government through Collaborative Innovation*, IBM Center for The Business of Government. Download from

[http://www.businessofgovernment.org/publications/grant\\_reports/details/index.asp?GID=309](http://www.businessofgovernment.org/publications/grant_reports/details/index.asp?GID=309)

Roger Schwarz. 2006. "Using the Facilitation Leader Approach to Create an Organizational Culture of Collaboration," *Creating a Culture of Collaboration*, edited by Sandy Schuman. Jossey-Bass, San Francisco. (Class handout)

Center for Collaborative Policy. 2003. *South Bay Salt Pond Restoration Project: Stakeholder and Organizational Assessment Findings and Recommendations*. The Center. Download from:

[http://www.csus.edu/ccp/publications/SouthBaySaltPonds\\_Final\\_Assessment\\_Report\\_w\\_Appndcs.pdf](http://www.csus.edu/ccp/publications/SouthBaySaltPonds_Final_Assessment_Report_w_Appndcs.pdf)

David Ceppos. 2009. *Lake Davis Pike Eradication Public Involvement Case Study*. (Distributed by email)

2007 *Statewide Integrated Public Safety Communications Strategic Plan*, Download from:

[http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/PSRSPC-2007%20Strategic%20Plan/\\$file/PSRSPC-all.pdf](http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/PSRSPC-2007%20Strategic%20Plan/$file/PSRSPC-all.pdf)

*California Implementation Guidelines for the National Incident Management System – NIMS (Workbook and User Manual)*, Download from:

<http://www.oes.ca.gov/Operational/OESHome.nsf/ALL/A1E5FBE970586CE088257170005DD9BD?OpenDocument>

"ALDDD: The Ultimate Tool for Dealing with a Difficult Situation in the Moment." (Class handout.)

"Messages and Media", Chapter 10 in *Democracy Owners Manual* by Jim Schultz, Class handout.

### **Course Requirements**

The course will take place in seven day-long Saturday sessions. Students must ordinarily attend every session to successfully complete the course. Students must read the course materials prior to each class including the first session. Students will come to class with a list of their key insights and the questions they have from the readings, and will take turns leading the discussion.

Students will participate in negotiation role plays, scenarios, and case study reviews.

Students will prepare professional work products resulting from class role plays and scenarios.

Students will participate in teams in two scenario exercises during the final class.

Students will be evaluated based on the following:

1. Participation and quality of contribution to class discussion and exercises: **40%**

*Evaluation Criteria:* Preparation; attendance; effort; willingness to experiment and / or take risks; demonstrates application of course concepts and readings; demonstrates self-reflection and awareness of his or her impact upon the group (both in and out of role); demonstrates ability to learn from experience.

2. Completion and quality of written assignments: **30%**

*Evaluation Criteria:* Assignments are complete, on time, and on topic; style, clarity, and professionalism of writing; effective visual presentation of documents; creativity of reflections; demonstrates ability to apply general course concepts to professional practice.

3. Performance during final session exercise: **30%**

*Evaluation Criteria:* Attendance; presence; demonstrates incorporation of course concepts into mental models such that the student can think on his or her feet; acts in alignment with collaborative values; applies appropriate techniques to new situations; demonstrates sophistication in understanding of complexities of situations and the range of possible interventions to address challenges.

## **Outline of Topics**

### ***September 19: Course Overview, Review of Previous Course Concepts, Foundation for Advanced Practice, the Public Policy Context for Collaboration, and Day-to-Day Internal Group Collaboration***

Students will come to class having reviewed their notes and readings from previous PPA Collaborative Policy courses. They will share and analyze the concepts they have learned thus far that have the most meaning for their practice. Students will go deeper into concepts of creating collaboration space in the context of traditional public policy and practice the concepts in a multi-party negotiation during the afternoon.

**Readings:** Review of PPA 271 course material. Bardach, *Getting Agencies to Work Together*, pp. 1-114; Goldsmith & Eggers, *Governing by Network* pp. 3-24; Creighton, *Public Participation Handbook*, Chapters 1 and 2.

### ***September 26: Governing by Network***

The day will include an in depth case study of interagency collaboration in California emergency preparedness planning. Adam Sutkus, a senior CCP

mediator, will lead the class in an examination of the state's efforts to collaboratively develop both the communications interoperability strategic plan (so public safety agencies can talk to each other in an emergency) and the California Implementation Guidelines for the state's compliance with the federal National Incident Management System (what are we going to do when an emergency happens). During the afternoon the class will participate in a role play to negotiate an emergency preparedness MOU and press strategy. Students will individually prepare their draft of the negotiated MOU and media strategy, to be submitted by October 12, 2009.

Readings: Goldsmith & Eggers, *Governing by Network*, pp. 25-188; "Messages and Media"; Creighton, *Public Participation Handbook*, Chapter 14; 2007 Statewide Integrated Public Safety Communications Strategic Plan; California Implementation Guidelines for the National Incident Management System – NIMS (Workbook and User Manual).

### ***October 24: Collaborative Public Participation in Policy Making***

This session will begin with a discussion of the fundamental practices and tools for public participation in policy decisions, focusing on the range of techniques that are available depending on the issue and context. The class will explore developing a public participation program, techniques for getting information to and from the public, public meeting tools, analyzing public comment, and evaluating public participation efforts. Teams of students will lead a discussion of three case studies from *The Public Participation Handbook* (Chapter 18). The afternoon will include a role play of a statewide policy issue where agencies must agree on how to proceed to gain public support on a major new policy.

**Readings:** Creighton, *Public Participation Handbook*, Chapters 3-11, 18.

### ***October 31: Facilitating Interagency Collaboration and Case Study***

This day begins with discussion of the challenges of getting agencies to work together, inter-organizational collaborative capacity, the tools and techniques for organizational network management, and communicating to the public. Increasingly public problems require collaboration among organizations, including public agencies, non profits, and companies. Several case studies from California and elsewhere will be used to focus the discussion. During the afternoon the class will explore in depth a case study of the South San Francisco Salt Ponds Restoration Project. Mary Selkirk, a senior CCP mediator, will lead the class in an exploration of the challenges to collaboration in the project, involving public agencies, stakeholders and the public, and lessons learned from the experience. The day will conclude with several practice scenarios focused on critical events in the challenges of day to day collaboration.

**Readings:** Bardach, *Getting Agencies to Work Together*, pp. 115-323; Schwarz, “Using the Facilitation Leader Approach”; *South Bay Salt Pond Restoration Project: Stakeholder and Organizational Assessment Findings and Recommendations*.

***November 14: Designing Collaborative Processes with the Public***

During the morning the class will explore a case study of a public participation process in California. CCP senior mediator Dave Ceppos will lead the exploration and a public participation game CCP developed based upon the case. In the afternoon students will work in teams to develop a public participation plan for a statewide policy issue. Students will then write up their version of the plan and submit it by November 30, 2009.

**Readings:** Creighton, *Public Participation Handbook*, Chapters 12-13, 15-17; Ceppos, *Lake Davis Case Study*.

***November 21: Collaborative Governance***

The complexity, uncertainty, and fragmentation of many public policy issues suggest the need to move toward collaborative governance. But the structure and practices of government are often in conflict with the methods of collaboration. Students will discuss the challenges and opportunities of changing governance institutions in a direction to make them more collaborative. They will explore with the Instructor a case study from California’s water management process-CALFED. During the afternoon students will participate in a role play to further explore the dynamics of collaborative governance in the context of traditional government regulation and innovative technology.

Readings: Nambisan, *Transforming Government through Collaborative Innovation*; Bogason, “The Democratic Prospects of Network Governance”; Booher, “Governance for Adaptive Management”.

***December 12: Evaluation Scenario Exercises***

During the final session the class will participate in a team exercise to prepare a plan for a collaborative governance process for a challenging issue bringing in elements of facilitation, mediation, network management, organizational collaboration, and public involvement. Students will individually prepare a five page memo to the client summarizing their collaborative governance plan, to be submitted within one week.