

**CALIFORNIA STATE UNIVERSITY, SACRAMENTO
DEPARTMENT OF PUBLIC POLICY AND ADMINISTRATION**

**PPA 296h
INTRODUCTION TO COLLABORATIVE POLICY-MAKING
SUMMER, 2002**

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Meeting Time & Place:
June 3 - July 25, 2002
Mon./Thur. 6-8:50 PM, MND 1032
Office hours:
Mon./Thur. 5-6 PM
And By appointment, Tahoe 3029

Prerequisites: PPA 200 and PPA 210 or permission of the Instructor.

Course Content and Objectives

This seminar is designed to explore and understand changes taking place in the practice, form, and organization of governance in the 21st century, sometimes referred to as the “argumentative turn” in policy analysis. The focus will be on how this new form and practice is being used to break out of traditional “wicked” policy controversies and stalemates and produce policy innovations and sometimes consensus for action. Specific attention will be focused on the methods of deliberative policy analysis and on methods of collaborative policy-making. The seminar will explore the conditions when these methods may be of value. The objective of the seminar is to enable students to develop critical thinking ability regarding the nature of various policy controversies, the policy frames and practices that challenge resolutions, and when and how deliberative policy analysis and collaborative policy-making may be successfully applied. Implicit in this objective is enabling capability for deep reflectivity by students about their own professional practice and the values, frames and assumptions that underlie that practice.

The seminar will also explore new forms of governance, such as networks and generative organizations, based upon collaborative policy-making and the application of deliberative policy analysis to the challenge of citizen engagement in policy and democracy. To inform the explorations extensive use will be made of case studies of collaborative policy-making. The cases will cover a range of policy issues including environmental regulation, natural resource management, environmental justice, education, public finance, transportation, planning, health, immigration and ethnicity, and electrical power. However the emphasis is on the means of policy-making rather than the content of policy subjects.

This seminar is being offered in cooperation with CSUS's California Center for Public Dispute Resolution and with the support of The William and Flora Hewlett Foundation.

Description of Expected Learning Outcomes

1. Understanding the methods and range of uses of interactive and interpretive policy analysis.
2. Understanding the theories of public participation in policy practice.
3. Understanding how to assess when collaborative policy tools may be appropriate.
4. Understanding and utilizing the tools for collaborative policy making.
5. Building skills in the use of interpretive and collaborative policy analysis and development.
6. Understanding the institutional and policy systems application of collaborative policy methods.

Required Readings

Three texts will be used in the seminar as well as a seminar packet of scholarly articles. Guest discussants will participate toward the conclusion of the class to explore specific cases from California.

TEXTS:

Deliberative Policy Analysis: Understanding Governance in the Network Society. Edited by Maarten Hajer and Hendrik Wagenaar. Cambridge, UK: Cambridge University Press, 2002. *(May be in manuscript form.)*

The Argumentative Turn in Policy Analysis and Planning. Edited by Frank Fischer and John Forester. Durham, N.C.: Duke University Press, 1993.

Coming to Public Judgment. By Daniel Yankelovich. Syracuse, N.Y.: Syracuse University Press, 1991.

Course Requirements

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. Teams may prepare some. Success of the seminar will depend on participants reading the materials, preparing the exercises, and engaging fully in each session.

Participation in the seminar will determine 30 percent of the grade. Emphasis will be placed on the quality of participation rather than the quantity. During week four a short written exercise based upon the readings will be required of each participant. The written exercise required during week four will be separately graded to assist students and the Instructor in evaluating progress. This assignment will account for 10 percent of the course grade. Other seminar exercises will not be separately graded but they will contribute to the grade for participation.

In addition, all students will self-organize into collaborative teams to prepare a seminar project applying deliberative policy analysis and collaborative policy methods to a current controversial policy issue for California State or local government or regional governance. Students will consult with the Instructor on the specific policy issue and theme prior to beginning. The project will be prepared in writing of up to approximately 2,500 words and presented by the team orally to the seminar for discussion during the final week. The seminar team project will account for 30 percent of the final grade.

A take home final examination combining short answer and essay form will be required of seminar participants at the conclusion and will account for 30 percent of the grade.

Outline of Topics

WEEK 1: COURSE OVERVIEW. THE ROOTS OF THE ARGUMENTATIVE TURN IN POLICY ANALYSIS.

Coming to Public Judgment, Chapters 14, 15, & 16: Epistemological Anxiety, Defining Objectivism, and Deconstructing Objectivism. Also, Part One: Searching for Quality in Public Opinion.

“Policy Discourse and the Politics of Washington Think Tanks” by Frank Fischer, The Argumentative Turn in Policy Analysis.

“Policy Analysis and Planning: From Science to Argument,” by John Dryzek, The Argumentative Turn in Policy Analysis.

“Beyond Empiricism: Policy Analysis as Deliberative Practice,” by Frank Fischer in Deliberative Policy Analysis.

Seminar Handouts: The Interpretive Method of Inquiry, Critical Theory and Practice, the Scientific Method, and the Social Construction of Reality Argument.

WEEK 2: THE THEORY OF DELIBERATIVE POLICY ANALYSIS AND COLLABORATIVE POLICY-MAKING.

“Editors’ Introduction,” Deliberative Policy Analysis.

“Editors’ Introduction,” The Argumentative Turn.

“Planning through Debate: The Communicative Turn in Planning Theory,” by Patsy Healy in The Argumentative Turn.

“Theoretical Strategies of Post-structuralist Policy Analysis: Towards an Analytics of Government” by Herbert Gottweiss in Deliberative Policy Analysis.

“Understanding Policy Practices: Action, Dialectic, and Deliberation in Policy Analysis,” by Hendrik Wagenaar and Scott Noam Cook in Deliberative Policy Analysis.

WEEK 3: THE METHODS OF DELIBERATIVE POLICY ANALYSIS AND COLLABORATIVE POLICY-MAKING, PART I. ORGANIZE FOR TEAM PROJECTS.

“Discourse Coalitions and the Institutionalization of Practice: The Case of Acid Rain in Great Britain” by Maarten Hajer in The Argumentative Turn.

“A Frame in the Fields: Policy Making and the Reinvention of Politics,” by Maarten Hajer, in Deliberative Policy Analysis.

“Accessing Local Knowledge: Policy Analysis and Communities of Meaning,” by Dvora Yanow in Deliberative Policy Analysis.

“Reframing Policy Discourse,” by Martin Rein and Donald Schon in The Argumentative Turn.

“Reframing Practice,” by David Laws and Martin Rein in Deliberative Policy Analysis.

“Policy Reforms as Arguments,” by William N. Dunn in The Argumentative Turn.

“Counsel and Consensus: Norms of Argument in Health Policy,” by Bruce Jennings in The Argumentative Turn.

WEEK 4: THE METHODS OF DELIBERATIVE POLICY ANALYSIS AND COLLABORATIVE POLICY-MAKING, PART II.

“Reading Policy Narratives: Beginnings, Middles, and Ends,” by Thomas Kaplan in The Argumentative Turn.

“Learning from Practice Stories: The Priority of Practical Judgement,” by John Forester in The Argumentative Turn.

“Survey Research as Rhetorical Trope: Electric Power Planning Arguments in Chicago,” by J. A. Throgmorton in The Argumentative Turn.

“Consensus Building as Role Playing and Bricolage: Toward a Theory of Collaborative Planning,” by Judith Innes and David Booher.

“Consensus Building and Complex Adaptive Systems,” by Judith Innes and David Booher.

“Political Judgment and the Policy Cycle: The Case of Ethnicity Policy Arguments in the Netherlands,” by Robert Hoppe in The Argumentative Turn.

Seminar Handouts: Five Stages of Collaborative Decision-Making on Public Issues and Conditions Favorable to Initiate an Interest-Based Collaborative.

WEEK 5: COLLABORATIVE GOVERNANCE: INSTITUTIONS, NETWORKS, AND POWER.

“Social Capital and Institutional Success,” by Robert Putnam.

“Collaborative Policy-Making: Governance through Dialogue,” by Judith Innes and David Booher in Deliberative Policy Analysis.

“Deepening Democracy: Innovations in Empowered Participatory Governance,” by Archon Fung and Eric Olin Wright.

“Public Deliberation: An Alternative Approach to Crafting Policy and Setting Direction,” by Nancy Roberts.

“Place, Identity and Local Politics: Analyzing Initiatives in Deliberative Governance,” by Patsy Healy, et al in Deliberative Policy Analysis.

“Communicative Action in Practice: Intersubjectivity and New Social Movements,” by David Schlosberg.

WEEK 6: CASE STUDIES FROM CALIFORNIA: TRANSPORTATION AND WATER POLICY.

Guest discussants will join the seminar to explore in detail specific cases in California dealing respectively with transportation and water policy.

“Bay Area Transportation Decision Making in the Wake of ISTEA,” by Judith Innes and Judith Gruber. (A case study of the Metropolitan Transportation Commission.)

“Outcomes of Collaborative Water Policy Making,” by Sarah Connick and Judith Innes. (A case study of several California water policy collaboration projects.)

WEEK 7: COLLABORATIVE POLICY-MAKING AND CITIZEN PARTICIPATION: TOWARD A DELIBERATIVE DEMOCRACY.

Coming to Public Judgment, by Daniel Yankelovich, Part Two: The Three Stages of Public Opinion (pp. 59-178). Also, chapters 17, 18, & 19: Searching for Public Judgment, You Can Argue with Einstein and A Sketch for Action.

“Democracy through Policy Discourse,” by Douglas Torgerson in Deliberative Policy Analysis.

“Coming of Age of Deliberative Democracy,” by James Bohman.

“Citizen Participation and the Democratization of Policy Expertise,” by Frank Fischer.

“Political Inclusion and the Dynamics of Democratization,” by John Dryzek.

WEEK 8: SEMINAR SUMMARY: THE FUTURE OF COLLABORATIVE POLICY MAKING. TEAM PROJECTS

In addition to a summary discussion and exploration of future directions in collaborative policy, seminar participants will finalize and present for discussion their own treatment of a deliberative policy analysis of a current California policy issue.