

CALIFORNIA STATE UNIVERSITY, SACRAMENTO
PPA 270: Introduction to Collaborative Policy Making; (3 Units)
Spring 2022

Class Times: Tuesdays 6 pm-8:50 pm
Hybrid Format: Zoom/Remote (first two weeks); then Sacramento State
Downtown Campus Room 110; check each week for remote v. classroom (be
aware that this is subject to change as CSUS policy indicates)

Instructors: Greg Bourne and Jeff Loux

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Course Overview

PPA 270 explores and applies collaborative approaches to problem-solving, policymaking and governance. We will consider how negotiation and collaborative practices can help address conflict and problem-solving in general, as well as resolve challenging public policy problems, producing innovative policy and planning solutions. When done effectively, these processes also can help create a shared understanding for beneficial social actions. This course will examine collaborative decision-making theories and models, and assess when and how they can be used effectively. We will also discuss how organizations can be structured and managed to improve internal collaboration. We will differentiate between different approaches to working with stakeholders and potential conflict, and how to assess a complex policy situation to determine what approach, techniques and sequencing might prove most useful. We will use case studies to examine the nature of policy conflict, and how collaborative approaches have been used to resolve the situation and produce positive outcomes. This will include examining the limitations of collaboration, and when collaborative

approaches are less likely to be effective. The course will also address the multi-cultural aspects of collaboration, leadership, organizational culture, trauma and how to work toward comprehensive and equitable approaches to stakeholder engagement.

The course uses a practical hands-on approach. Students will do a series of assignments and exercises both in and out of the classroom that map and assess stakeholder interests, design logical processes for collaborating, review and critique real world collaboration efforts, conduct simulations of simple and more complex policy discussions, and conduct focused analysis of case studies in the students' areas of interest. We will use a diverse array of public policy contexts to illustrate collaborative governance approaches, ranging from environmental and water policy to land use, transportation, social equity and public health. This seminar builds off the PPA 272 course, but also provides much of the theoretical underpinnings and background which PPA 272 did not have time to address.

The MPPA program offers a graduate-level Certificate in Collaborative Governance. Students who complete *both* PPA 272 and PPA 270 with passing grades are eligible for the certificate. For those in the MSULD Program, PPA 272 can substitute for the core course requirement of PPA 251: Urban Problems, Economics, and Public Policy. Furthermore, since the MSULD requires PPA 270, all MSULD graduates will earn this certificate.

This syllabus is a dynamic document, subject to revision as the course progresses. Both instructors have significant experience academically and as practitioners in the fields of collaboration, governance, facilitation and public policy. Detailed resumes for the instructors are located on the Canvas class site.

Course Learning Objectives

At the end of PPA 270, students will:

1. Understand theories and concepts of the dynamics and nature of public policy conflicts;
2. Understand different theories of collaboration and be able to further articulate various levels, approaches and techniques for developing and facilitating collaborative stakeholder processes;
3. Be able to comprehensively assess complex public policy disputes and articulate stakeholder interests and concerns;

4. Understand the typical steps in a collaborative process and be able to rely on a stakeholder assessment to design an effective collaborative process and sequence of interactive techniques and facilitated discussions to help resolve policy dispute;
5. Recognize the importance of the “mutual education phases” of a stakeholder collaborative, and be able to utilize the various techniques for joint fact finding to deal with technical information disputes;
6. Research, understand and be able to critique case studies of past and on-going collaborative efforts to address public policy problems;
7. Become more experienced at facilitating interactive discussions and developing creative “win-win” solutions to complex policy issues including those internal to an organization;
8. Become more experienced at addressing challenging stakeholder interactions and applying conflict resolution approaches to deal with challenging situations; and
9. Understand multi-cultural issues in stakeholder collaborations and develop process designs and approaches to “level the playing field” and provide an equitable basis for collaborative policymaking and governance.

In Person Classroom and Remote Attendance

Classes meet every Tuesday from 6-8:50 pm beginning January 25th. As per CSU policy, the first two classes (January 25 and February 1) will be conducted remotely via Zoom. Thereafter, pending any further declarations from university leadership, all classes will be delivered in-person (Room 110, CSUS downtown campus) abiding by all pandemic protocols. Masks are required to be worn throughout the duration of each class.

Readings and Videos

There is no single textbook for this course. In the class schedule that follows, specific readings are assigned. Most of these are articles and book chapters that will be available via Canvas. Students are expected to complete the readings prior to the class that week to better engage in discussions and exercises during class. This class does not have an excessive amount of reading; we have carefully selected titles that provide practical and direct information for each topic area. So please be prepared. Special readings or videos might be added during the semester if warranted.

Summary of Grading and Assignments

The course will use various assignments applicable to each of the topics and a more extended final assignment to have students integrate your understanding of collaboration critically analyzing a major case study. Some of these assignments/exercises will be done in class in whole or in part, and some will be done at home. Some assignments are team/group projects while others are individual. We will turn most assignments in via Canvas unless the “product” is completed in class or as otherwise stated. We will also ask you to create a Journal for the class that will provide an opportunity for you to assess and convey what you have learned from each assignment or activity. Journal “assessments” are due within one week of completing an assignment.

For the most part, this course does not lend itself to traditional tests. We are likely, however, to have two short in class quizzes to make sure that specific techniques, vocabulary and basic concepts are well understood. There will not be a formal “final exam,” instead each student will develop a research/analysis type paper as a final product and do a short oral presentation on it to the rest of the class.

There will be a much more in-depth explanation of each assignment, and the requirements and parameters we be placed in Canvas prior to the class starting. Specific assignments and grading weights for each include the following:

<i>Graded Assignments and Exercises</i>	<i>Points</i>
A-Stakeholder Assessment (team written table+ Journal Entry)	5
B-Process Design (team wall graphic+ Journal Entry)	5
C- Joint Fact Finding “Package” (individual power point slides + Journal Entry)	5
D- Interview & Assessment of Organizational Culture (no Journal Entry)	5
E- Framework for a Simulated Negotiation (outline + Journal Entry)	10
F- Critique of Meeting/Workshop (individual 4 pg. paper with no Journal Entry)	10
<i>Graded Quizzes</i>	
Quiz #1 – Approaches & Techniques in Stakeholder Collaboration	5
Quiz #2 – Unpacking Complex Case Studies	5
<i>Graded Analytical Final Paper and Presentation</i>	
Analytical/Research of a Collaboration Case Study (6-10 page paper/present)	30
Final Journal Entry on the Entire Class	5
<i>Class Participation</i>	
	15
<i>Total Points</i>	100

Specific Class Logistics and Agreements

Special Needs Related to Disabilities: Should you need assistance with portions of class due to disabilities, please let us know as soon as possible. The University offers services to students with disabilities. We would be glad to refer you to the appropriate campus unit.

Academic Honesty: We take issues of academic honesty (including avoiding plagiarism) seriously, and thus, you should as well. If you are unfamiliar with the specifics of University policy in this area, we recommend you review the appropriate section of the online University [Policy Manual](#).

Distractions: Please do not use cell phones or surf the Web during class unless we give you explicit permission to do so. You are welcome to use your computer to take notes and for other purposes specified by your instructor.

Late Assignments and Missed Classes: We will accept late assignments (or allow for a make-up quiz or even make up class) in unusual circumstances. At our discretion, a student who misses a deadline may qualify for a make-up assignment. Whether or not we reduce the score/grade depends on the reason, degree of lateness, etc. (e.g., a family emergency constitutes a good reason; a competing requirement for another course does not). Our goal is to have each student get as much out of this class as possible, so we will error on the side of having you do all the work – since the class is “hands on” doing the work is critical to the learning process.

We expect students to attend all class sessions whether remote or in person unless there is a compelling reason not to do so. You should notify one or both instructors if you are going to miss class or if you are going to be late with an assignment or project. Except under very unusual circumstances, a student who misses three classes will be penalized for one entire grade (e.g., an A- for the course will become a B-). A student who misses more than three classes will receive a failing grade.

Class Schedule, Topics, Readings and Assignments

January 24 (VIA ZOOM REMOTE): Introduction to PPA 270 and Case Studies of Successful Collaboration Efforts

Topic(s): Student and Instructor Introductions, Overview of Course and Schedule, Lecture (Bourne and Loux) Examining Several Successful Collaborative Processes

Assignment: In class – Written Introductions on Canvas, Exercise - Win As Much As You Can (in class in groups)

Introduce Graded Assignment “F” Critique a Meeting or Workshop (any time during the semester- due April 19)

Readings: None prior to class.

February 1: (VIA ZOOM REMOTE): Theories of Policy Conflict and Collaborative Response

Topic(s): The Nature and Dynamics of Conflict in Public Policy and How People Respond to Conflict; Positional and Interest-based Bargaining; Negotiation, Conflict Resolution and Collaboration; Terminology and Its Impact (GB- JL out)

Assignment: Assessing your personal responses to conflict and its impacts (Thomas Kilmann assessment) – not graded

Readings: Ansell, C. and A. Gash. “Collaborative Governance in Theory and Practice,” in Journal of Public Administrative Research, 18: 543-571. 2007.

February 8: Theories and Fundamentals of Collaboration

Topic(s): Theories of and Advantages/Disadvantages of Collaboration; the Spectrum of Collaborative Approaches; Introduce the Typical Stages in a Collaborative Process

Assignment: In-Class Simple 2- Party Negotiation Simulation and Debrief

Readings: Arnstein, Sherry. “A Ladder of Citizen Participation,” *Journal of the American Institute of Planners (AIP)*, July 1969, 216-224.

February 15: Negotiation Strategies and Collaborative Process

Topic(s): Negotiation Strategies; Sources of Power; Dynamics and Tactics Encountered in Conflict Resolution Processes; Phase 1 in a Collaborative Process - Stakeholder Assessment)

Assignment: ***In-Class Stakeholder Assessment Assignment “A” (product – class graphic + Journal Entry)***

Readings: Loux. J. Chapter 11: “Stakeholder Engagement” in Water Resources Management, Cambridge University Press, 2011.

February 22: Phases of a Collaborative Process

Topic(s): Phases of a Collaborative Process – Phase 2- Process Design and the Menu of Engagement Options

Assignment: ***In-Class Process Design in groups – Assignment “B” (group wall graphic photo + Journal Entry)***

Readings: Iacofano, D. 2001. Sections 1 and 2, Meeting of the Minds; pages 3-22. MIG Communications.

March 1: Phases of a Collaboration Process Continued

Topic(s): Phase 3 – Mutual Education and Joint Finding Phase with Case Studies

Assignment: Debrief Your In-Class Process Designs

Outside of Class – Explaining a Technical Issue to a Lay Audience – product - Power Point Slides + Journal Entry (due March 22 in class), Assignment “C”

Readings: McCreary, S., J. Gamman, and B. Brooks, “Refining and Testing Joint Fact Finding for Environmental Issues: Ten Years of Success,” in *Mediation Quarterly*. Volume 18 (4).

March 8: Phases of a Collaborative Processes Completed

Topic(s): Phase 4 – Negotiation Early Stages (Goal Setting); Phase 5 Negotiation Later Stages and Agreement/Closure, Phase 6 Implementation

Assignment: Class Discussion of Phases of a Collaborative Process

Introduce Major Semester Project – Analysis/Research of a Collaborative Case Study (due end of class – May 17, presentations finals week)

Readings: TBD

March 15: Meeting Management and Facilitation

Topic(s): Review the Basics of Meeting Management with varying meeting types; review the basics of facilitation; fine art of meeting note-taking

In-Class Quiz #1 - Approaches & Techniques in Stakeholder Collaboration

Assignment: Group Design of Agendas (not graded)

Readings: None

March 22: Meeting Facilitation Specialized/Advanced Topics

Topic(s): Case Studies, Dealing with Difficult Situations and Difficult People; Collaborative Communication - Reflective Listening in any role; Process Detours and Reboots

Assignment: ***In-Class Debrief and Presentation of Your Technical Presentations from March 1***

Readings: Iacofano, D. 2001. Meeting of the Minds; MIG Communications, Selected Sections pages 23-66 and 80-105.

March 29: Impacts of Leadership and Organizational Culture on Conflict and Its Resolution [GB – JL out]

Topic(s): Discussion of Impacts of Different Leadership Styles and Organizational Cultures

Assignment: ***Introduce Interview and Assessment of the Impacts of Organizational Culture (written assessment, no Journal entry) –Assignment “D” (due April 12)***

Readings: TBD

April 5: Dynamics of Socio-Economic, Racial and Cultural Differences

Topic(s): Equity, Fairness and Trauma; Approaches to Leveling the Playing Field;

Organizational “Leveling”

Assignment: In-Class discussion of cultural and racial differences and how they impact collaborative processes

Readings: TBD

April 12: Obtaining Your Goals in a Collaborative Process

Topic(s): Strategies for Preparing and Assessing Other Parties in a Collaborative Process; Keys to Reaching Agreements when it seems you are at impasse; When to Walk Away – what is a BATNA?

Assignment: In-Class 4+ Multi-Party Negotiation with facilitators and recorders/scribes

Assignment “D” Interview and Assessment of Organizational Culture due

Readings: TBD

April 19: How to Develop the Complex Policy Win-Win-Win (is there one?)

Topics: Finding Complex Win-Wins (Case Studies); When and How to Introduce or Invite the Win-Win

Assignment: **Debrief and Report Back on Your Meeting/Workshop Critiques (Assignment F)**

Readings: TBD

April 26: Researching and Critiquing a Collaboration Case Study

Topic(s): **In-Class in Groups developing a Framework for a Simulated Negotiation (outside of class – refine outline turn in + Journal entry) – Assignment “E”**

Quiz # 2 - Unpacking Complex Case Studies

Readings: None.

May 3: Multi-Party Negotiation Simulation

Topic(s): Multi-Party Complex Policy Negotiations with facilitator and

recorder/scribe

Assignment: In-Class Simulation Exercise and Debrief (Multiple Parties, Complex Issues)

Readings: TBD

May 10: Review of all Topics from Theory to Practice to Cases

Topic(s): TBD

Assignment: TBD

Readings: TBD

May 17: Discussion of Major Project Case Studies, Final Student Presentations

Topic(s): Large Scale Collaborative Efforts – can they really be effective in today's environment; how to structure them for success

Assignment: ***Research/Analysis of a Case Study due; presentations done in class***

Readings: None

May 24: Finals Week Last Class

Topic(s): Final questions, overall discussion, the Future of Collaboration in an Ever More Polarized and “Fact Free” Society

Assignment: ***Turn in your Journals depicting overall class learning assessment***

Readings: None

Student Services Information and Links

1. [Services to Students with Disability \(SSWD\)](#)

“Sacramento State is committed to ensuring an accessible learning environment where the course or instructional content is usable by all students and faculty. If you believe that you require disability-related academic adjustments for this class, please immediately contact Services for Students with Disabilities (SSWD) to discuss eligibility. A current accommodation letter from SSWD is required before any modifications, above and beyond what is otherwise available for all other students in this class will be provided.”

2. [Student Health and Counseling Services](#)

“Your physical and mental health are important to your success as a college student. Student Health and Counseling Services (SHCS) in The WELL offers medical, counseling, and wellness services to help you get and stay healthy during your time at Sac State. SHCS offers Primary Care medical services, including sexual and reproductive healthcare, transgender care, and immunizations; urgent care for acute illness, injuries, and urgent counseling needs; pharmacy for prescriptions and over-the-counter products; mental health counseling, including individual sessions, group counseling, support groups, mindfulness training, and peer counseling; athletic training for sports injury rehabilitation; wellness services, including nutrition counseling, peer-led health education, and wellness workshops, and free safer sex supplies; violence and sexual assault support services. Most services are covered by the Health Services fee and available at no additional cost.”

3. [Crisis Assistance & Resource Education Support \(CARES\)](#)

“If you are experiencing challenges with food, housing, financial or other unique circumstances that are impacting your education, help is just a phone call or email away. The CARES office provides case management support for any enrolled student

4. [Drop and Withdrawal Policy](#)

5. [Grading Policy](#)

6. [Academic Advising](#)

[Information Resources and Technology](#)

[Support Centers and Programs](#)

[Reading & Writing Center](#)

[Student Rights and Responsibilities](#)