Collaborative Governance

POSC 588 — Fall 2024

Hybrid Course:

In-Person Sessions on Tuesday Aug. 27 and Oct 29, 7:00–9:45pm, Room TBD

Synchonous Online Tuesdays 7:00–9:45pm, https://fullerton.zoom.us/j/1234567890

Professor: David P. Adams, Ph.D.

Contact Information:

- Office: 516 Gordon Hall

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- Office hours: Tuesdays & Thursdays from 9:30 to 11:00, Thursdays from 5:30 to 6:30, and by appointment.

- Schedule meetings throughout the week: `https://t.ly/dpa-appt`

1. Technical Problems

University IT Help Desk

Contact the instructor immediately to document the problem if you encounter any technical difficulties. Then contact the Student IT Help Desk for assistance. You can also call the Student IT Help Desk at (657) 278-8888, email, visit them at the Pollak Library North Student Genius Center, or log on to the my.fullerton.edu portal and click "Online IT Help" followed by "Live Chat".

Canvas Support

If you encounter any technical difficulties with Canvas, call the Canvas Support Hotline at 855-302-7528, visit the Canvas Community, or click the "Help" button in the lower left corner of Canvas and select "Report a Problem". The Student Support Live Chat is available 24 hours a day, 7 days a week.

2. Response Time

I will strive to respond to all student emails and *Canvas* messages within 24 hours, except on weekends and holidays. If you are still awaiting a response within 24 hours, please send a follow-up message. If you are still waiting to receive a response within 48 hours, please send another follow-up message and contact me via phone or SMS at (657) 278-4770.

3. Catalog Description

Topics include federalism, intersectoral public administration, intergovernmental relations, public-private partnerships, public contract management, interlocal agreements, and network governance.

4. Course Description

Organizations across all sectors increasingly respond to complex problems through involvement in networks that offer innovative and flexible responses. Managing networks is different from managing a single organization. Knowing ways of working within and across organizations is essential to effective performance in a networked system. This course focuses on collaborative governance as interactions across nonprofit, for-profit, and public sectors, with analyses and applications. The course also focuses on federalism, intergovernmental relations, public-private partnerships, contract management, interlocal service provision and production, and networked governance.

5. Course Objectives

While collaborative governance can help generate and implement enduring and meaningful public policy, it can also be challenging. This course explores the management issues raised by collaborative governance. It seeks to provide a theoretical and practical foundation so that you can become a better producer and consumer of the processes, tools, and approaches to collaborative governance. By the end of the course, students should be able to

1. Identify fundamental changes in public management that have led to the increasing usage of intergovernmental, interagency, and intersectoral networks;

2. Understand the difference between managing hierarchies and managing networks;

3. Practice and apply various techniques and tools for improving collaborative governance;

4. Suggest courses of action for improving the performance of collaborative governance;

5. Describe key concepts, principles, tools, and problems associated with collaborative governance;

6. Demonstrate how collaborative governance is being used to address contemporary issues and assess the potential of collaborative governance for modern policy problems.

6.   Required Texts

There are two textbooks for this course:

1. Agranoff, Robert. 2012. *Collaborating to Manage: A Primer for the Public Sector*. Washington, DC: Georgetown University Press.

2. Henderson, Alexander C. 2015. *Municipal Shared Services and Consolidation: A Public Solutions Handbook*. New York: Routledge.

Additional Readings

In addition to the above texts, several additional readings, including articles, book chapters, and case studies, are posted on Canvas and are noted in the course schedule at the end of this document.

7.   University Student Policies

In accordance with UPS 300.00, students must be familiar with certain policies applicable to all courses. Please review these policies as needed and visit this Cal State Fullerton website https://t.ly/csuf-syllabus for links to the following information:

1. University learning goals and program learning outcomes.

2. Learning objectives for each General Education (GE) category.

3. Guidelines for appropriate online behavior (netiquette).

4. Students' rights to accommodations for documented special needs.

5. Campus student support measures, including Counseling & Psychological Services, Title IV and Gender Equity, Diversity Initiatives and Resource Centers, and Basic Needs Services.

6. Academic integrity (refer to UPS 300.021).

7. Actions to take during an emergency.

8. Library services information.

9. Student Information Technology Services, including details on technical competencies and resources required for all students.

10. Software privacy and accessibility statements.

8. Course Student Policies

Course Communication

All course announcements and communications will be sent via *Canvas* and university email. Students are responsible for regularly checking their *Canvas* notifications and email. Students are also responsible for ensuring that their *Canvas* notifications are set to receive messages from the course. Students are expected to check *Canvas* and their email at least once daily.

Due Dates

If you have concerns about meeting assignment deadlines, please get in touch with the professor in advance to discuss potential accommodation.

Alternative Procedures for Submitting Work

Students are expected to submit all assignments via *Canvas*. If you cannot submit an assignment via *Canvas*, please get in touch with the professor to discuss alternative submission procedures.

Extra Credit

There are no extra credit assignments in this course.

Academic Integrity

Students are expected to adhere to the highest standards of academic integrity. Any student found to have engaged in academic dishonesty will be subject to the sanctions described in the Academic Dishonesty Policy (UPS 300.021). Academic dishonesty includes, but is not limited to, cheating, plagiarism, fabrication, facilitating academic dishonesty, and submitting previously graded work without prior authorization. Students are expected to be familiar with the university's policy on academic dishonesty and to adhere to this policy in all aspects of this course. Any student who has questions about the policy should ask the professor for clarification.

9.   Course Delivery

This hybrid course blends online and in-person elements. In-person sessions are scheduled for August 30th and November 16th.

Flipped Classroom Model and Team-Based Learning

Students should familiarize themselves with the course material before each session, as class time emphasizes discussions, group tasks, and collaborative activities.

Pre-class Preparation

Students should, before each class:

- Review the assigned readings and course content;
- Watch the week's seminar instruction video;
- Take the weekly quiz, aiding the instructor in understanding points of clarity or confusion;
- Complete the weekly Annotated Bibliography and Synthesis assignment.

In-Class Activities

Sessions on Zoom are on Tuesdays from 7:00 to 8:30 p.m., as detailed in the subsequent schedule. Activities include:

- A brief lecture on the week's theme;
- Team discussions rooted in the annotated bibliographies;
- Comprehensive class debates on the week's subject;
- Debriefing and dialogue about the synthesis assignment.

Post-class Activities

After each session, students should finish the weekly reflection assignment, promoting metacognitive practice and enabling introspection on their learning trajectory.

10.   Course Requirements

10.1   Participation

Active participation, especially in online discussions, is essential. It accounts for 10% of the final grade. Weekly, there will be one or two thematic discussions. Consistent involvement in these reflection discussions is anticipated.

10.2 Intellectual Autobiography

This 3-page essay should elucidate your intellectual evolution and its impact on your viewpoint regarding public administration. The assignment, worth 10% of your total grade, is due by the end of week two. The following questions may help you get started:

- What experiences have shaped your intellectual journey?

- What are your intellectual interests?

- What are your career goals?

- How do you think this course will help you achieve your goals?

- What do you hope to learn from this course?

- What do you hope to contribute to this course?

10.3 Collaboration Simulation

This group task emulates a collaborative governance procedure, accounting for 10% of the final grade. It will occur during the second in-person session. Specific roles will be assigned, and further information will be shared during the initial in-person session.

10.4 Weekly Annotated Bibliography, Synthesis, and Reflection

This assignment combines group and individual elements, starting with an annotated bibliography of the weekly readings and culminating in a 3-page synthesis. This component makes up 50% of the final grade.

10.4.1 Assignment Components and Submission Timelines

- **Annotated Bibliography**: As a group task, it should be uploaded to the shared document *two days before our class* each week.

- **Final Synthesis**: An individual task to be submitted on Canvas *one day before our class* each week.

- **Reflection**: Submit individually on Canvas *the day after our class.*

10.4.2 Details

- **Instructions**: Your weekly writing assignment begins with an annotated bibliography of each weekly reading to facilitate class discussion and prepare you for comprehensive exams. It concludes with a 3-page synthesis of the week's readings. This assignment incorporates a group activity using an AI large language model (e.g., ChatGPT) and individual work.

- **Objectives**: To engage deeply with the course readings, reflect on their implications for public administration, and collaborate with peers and AI to continuously improve analytical and writing skills.

- **Details**: We're incorporating AI (ChatGPT) to facilitate assignment feedback, aiming to refine your comprehension and writing skills. While ChatGPT is a powerful tool, remember that it is designed to complement your critical thinking, not replace it.

10.4.3   An Assignment in Three Parts

1. **Annotated Blibliography**:

    (a) **Purpose**: Review literature pertinent to the week's theme, facilitating comprehensive discussions and in-depth syntheses. This part of the assignment has an individual and a group component.

    (b) **Process**: You will write an annotated bibliography of the week's readings each week. The annotated bibliography should be 150 words long, written in your own words, and include a citation for each source. The annotation should summarize the source's central theme and main points and note its relevance to the week's topic.

    i. The class will be divided into teams each week, and you will create a common document—a shared Word, Google Doc, or similar—to share your annotated bibliographies. This document will be used to facilitate class discussion.

    ii. **Optional Activity**: Submit your annotated bibliography to the AI for feedback and revise your annotated bibliography based on the AI's feedback.
    - Use this prompt: *"I've completed an annotated bibliography for an article. The citation is [insert citation]. The summary I wrote is [insert summary]. I've noted the relevance as [insert relevance]. Could you provide feedback on my summary and relevance note?"*
    - This optional activity is for your benefit only and will not be graded. You may submit as many annotated bibliographies as you wish for feedback.

    iii. **Note**: This portion of the assignment will be graded as a group assignment. By the due date each week, there should be *at least* one annotated bibliography for each reading. The group will receive a single grade for the week's annotated bibliographies. If the group fails to submit at least one annotated bibliography for each reading, the group will receive a zero for the week's assignment.

2. **Synthesis**:

    (a) **Purpose**: Pull together the main themes and insights from the week's readings and discuss their implications for public administration. This part of the assignment has an individual and an AI review component.

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(b) **Process**: You will write a 3-page synthesis of the week's readings each week. The synthesis should not be a simple summary of each source but rather a critical analysis that identifies patterns, draws connections, and addresses contradictions among the sources. The synthesis encourages you to think critically and analytically about the readings and their implications for the theory and practice of public administration.

- Upon completion, submit it to the AI for feedback. Use this prompt: *"I've synthesized information from [number] articles on [topic]. Here's my draft of the synthesis [insert draft]. Could you provide feedback and suggest any connections or contrasts I missed?"*
- Revise your synthesis based on the AI's feedback.
- Submit your revised synthesis *and* the AI's feedback to Canvas for grading.

(c) A second note of caution: ChatGPT is a powerful tool but not a substitute for critical thinking. The AI will not be able to provide feedback on the quality of your analysis or the accuracy of your understanding. It will only be able to provide feedback on the clarity of your writing and the coherence of your argument.

(d) Your revised synthesis will be scored using the rubric in Table 3 at the end of this document.

3. **Refection Activity**

(a) **Purpose**: To engage in metacognitive practice, allowing you to analyze your learning process, the feedback you've received, and the evolution of your understanding of the week's topic.

(b) **Process**: After watching the lecture, attending class, completing your revised synthesis, and reviewing the feedback from ChatGPT, take some time to reflect on the entire process, including the annotated bibliographies portion of the assignment.

(c) Consider any or all of the following questions:

- How did your understanding of the topics evolve?
- How did the group process impact your perspective on the topic or your approach to writing the synthesis?
- What strategies did you find most effective in distilling and presenting information coherently?
- How can you apply the lessons from this assignment to future tasks in public administration or other professional settings?
- What did you gain from the weekly lecture and class discussion?
- What did you learn from your peers in the weekly discussion?

(d) Write a brief reflection encapsulating your thoughts.

(e) Share this reflection with ChatGPT for feedback using the prompt: *"I've completed a reflection on my learning process for this week's synthesis assignment. Here's my reflection [insert reflection]. Could you provide feedback or ask questions to provoke further thought?"*

(f) Revise your reflection after receiving feedback from the AI.

(g) Share your revised reflection with the class on the discussion board.

10.4.4   Skip Week

Purpose: To provide a break from the weekly writing assignment and allow you to focus on other assignments and responsibilities. You can skip the assignment one time without penalty. Please notify the instructor in advance if you plan to skip the assignment.

10.4.5   Grading

- Annotated Bibliography (Group): 20%

- Synthesis (Individual): 70% (Comprising Completeness, Quality, and AI Feedback components)

- Discussion Board Reflection: 10%

10.5   Final Course Reflection

A final course reflection is due in the last week of the semester. This reflection should be 5–7 pages long and reflect on your course learning experience. This assignment is worth 15% of your total grade.

Reflect on your journey through the course, weaving together your intellectual autobiography, the collaboration simulation, the weekly assignments, and insights gained from course materials and discussions.

Guidelines

1. Introduction: provide an overview of your initial expectations entering the course and the major assignments and activities you completed.

2. Intellectual Autobiography Revisited:

    - Reflect on the intellectual autobiography you wrote at the beginning of the course.

    - How has your intellectual journey evolved over the semester?

    - Have any of your goals or interests shifted? If so, how and why?

3. Collaboration Simulation Experience:

    - Discuss your role in the collaboration simulation and the group dynamics you observed.

- How did the experience align or differ from the theories and concepts discussed in the course?
- Reflect on the challenges and benefits of collaborative governance based on your simulation experience.

4. Weekly Assignments:

- Synthesize your weekly reflections. Highlight any recurring themes, challenges, or breakthrough moments you had.
- How did the course materials and weekly assignments inform or challenge your perspectives on public administration?
- What did you learn from your peers in the weekly discussions?

5. Personal Growth and Future Implications:

- How has your understanding of public administration evolved over the semester?
- How will you apply the lessons from this course to your future career?
- What are your next steps in your intellectual journey?

6. Conclusion: Provide a summary of your reflections and insights. Offer any feedback or suggestions for improving future iterations of the course.

11. Grades

Grading Scale and Grade Weights

The grading scale is shown in Table 1. Grades will be given based on Table 2 weights.

Table 1: Grading Scale

Grade	Percentage	Grade	Percentage
A+	98.0 – 100	B-	80.0 – 81.9
A	92.0 – 97.9	C+	78.0 – 79.9
A-	90.0 – 91.9	C	72.0 – 77.9
B+	88.0 – 89.9	C-	70.0 – 71.9
B	82.0 – 87.9		

Table 2: Grade Weights

Assignment	Percentage
Participation	10%
Intellectual Autobiography	10%
Collaboration Simulation	15%
Weekly Annotated Bibliography, Synthesis, and Reflection	50%
Final Course Reflection	15%

12. Course Schedule

Week 1 (August 27): Introduction and Welcome

– IN-PERSON Introduction, Overview, and Expectations

– Syllabus Review

Week 2 (September 3): Foundations and Key Topics

– Henderson (2015, chap. 1)

– Agranoff (2012, chap. 1)

– Bryson, Crosby and Stone (2006)

– Bingham and O'Leary (2008, chap. 1)

– INTELLECTUAL AUTOBIOGRAPHY DUE

Week 3 (September 10): Boundaries, Federalism, and Intergovernmental Relations

– Agranoff (2012, chap. 2–3)

– Agranoff (2017, chap. intro, 1)

– Schneider (2009)

– Gerlak (2006)

Week 4 (September 17): The Costs of Service Cooperation; Polycentricity

– Henderson (2015, chap. 2)

– Oakerson (1999, chap. 1)

– TBD

Week 5 (September 24): Communities and Culture

– Henderson (2015, chap. 3)

– Wondolleck and Yaffee (2000, chap. 4)

– Sirianni (2009, chap. 1)

Week 6 (October 1): Meet with Collaboration Simulation Facilitator

Week 7 (October 8): Consolidation, Contracts, External Agreements

- Agranoff (2012, chaps. 4–5)
- Henderson (2015, chaps. 4–6)
- Bingham and O'Leary (2008, chap. 10)
- Feiock and Scholz (2010, chap. 7)

Week 8 (October 15): Collaboration in Practice

- Henderson (2015, chap. 6)
- Agranoff (2012, chap. 6)

Week 9 (October 22): Managing in Networks

- Agranoff (2012, chap. 6)
- Kickert, Kiljn and Koppenjan (1997, chap. 3)
- Goldsmith and Kettl (2009, chap. 1)
- Bingham and O'Leary (2008, chap. 9)
- Agranoff (2017, chap. 8)

Week 9 (October 29): Collaboration Simulation

- IN-PERSON Collaboration Simulation

Week 11 (November 5): Movie Night

- A link to a movie will be placed on Canvas. You will have one week to watch the movie and complete a short reflection.
- *The instructor will attend a conference this week.*

Week 12 (November 12): Barriers to Collaboration

- Agranoff (2012, chap. 7)
- Henderson (2015, chap. 8)
- O'Leary and Bingham (2009, chaps. 3–4)
- O'Toole and Meier (2004)

Week 13 (November 19): New Organizations and Local Public Management

- Agranoff (2012, chap. 8)
- Henderson (2015, chaps. 7, 9)
- O'Leary and Bingham (2009, chaps. 5–6)

- Williams, Merriman and Morris (2016)

Week 14 (December 3): Advancing Collaboration Theory

- Williams (2016)
- Dietz, Ostrom and Stern (2003)
- Lubell (2007)
- Lubell, Henry and McCoy (2010)

Week 15 (December 10): Conclusion and The Future

- Agranoff (2012, chap. 9)
- Henderson (2015, chap. 10)
- Agranoff (2017, chap. 9)
- Bingham and O'Leary (2008, chap. 14)
- (Kickert, Kiljn and Koppenjan 1997, chap. 10)

Week 16 (December 17): Final Reflections Due

References

Agranoff, Robert. 2012. *Collaborating to Manage*. Washtington, D.C.: Georgetown University Press.

Agranoff, Robert. 2017. *Crossing Boundaries for Intergovernmental Management*. Washington, DC: Georgetown University Press.

Bingham, Lisa Blomgren and Rosemary O'Leary, eds. 2008. *Big Ideas in Collaborative Public Management*. Armonk, NY: M.E. Sharpe.

Bryson, John M., Barbara C. Crosby and Melissa Middleton Stone. 2006. "The Design and Implementation of Cross-Sector Collaborations: Propositions from the Literature." *Public Administration Review* .

Dietz, Thomas, Elinor Ostrom and Paul C. Stern. 2003. "The Struggle to Govern the Commons." *Science (New York, N.Y.)* 302:1907--12.

Feiock, Richard C. and John T. Scholz, eds. 2010. *Self-Organizing Federalism: Collaborative Mechanisms to Mitigate Institional Collective Action Dilemmas*. New York: Cambridge Univeristy Press.

Gerlak, Andrea K. 2006. "Federalism and U.S. Water Policy: Lessons for the Twenty-First Century." *Publius: The Journal of Federalism* 36(2):231--257.

Goldsmith, Stephen and Donald F. Kettl, eds. 2009. *Unlocking the Power of Networks: Key to High-Performance Government*. Washington, D.C.: Brookings Institution Press.

Henderson, Alexander C., ed. 2015. *Municipal Shared Services and Consolidation: A Public Solutions Handbook.* New York: Routledge.

Kickert, Walter J.M., Erik-Hans Kiljn and Joop F.M. Koppenjan, eds. 1997. *Managing Complex Networks: Strategies for the Public Sector.* London, U.K.: Sage Publications.

Lubell, Mark. 2007. ''Familiarity Breeds Trust: Collective Action in a Policy Domain.'' *The Journal of Politics* 69(01):237--250.

Lubell, Mark, Adam Douglas Henry and Mike McCoy. 2010. ''Collaborative Institutions in an Ecology of Games.'' *American Journal of Political Science* 54(2):287--300.

Oakerson, Ronald. 1999. *Governing Local Public Economies: Creating a Civic Metropolis.* Oakland, CA: ICS Press.

O'Leary, Rosemary and Lisa Blomgren Bingham, eds. 2009. *The Collaborative Public Manager: New Ideas for the Twenty-First Century.* Georgetown University Press.

O'Toole, Laurence J. and Kenneth J. Meier. 2004. ''Desperately Seeking Selznick: Cooptation and the Dark Side of Public Management in Networks.'' *Public Administration Review* 64(6):6.

Schneider, Anne L. 2009. ''Why Do Some Boundary Organizations Result in New Ideas and Practices and Others Only Meet Resistance?'' *The American Review of Public Administration* 39(1):60--79.

Sirianni, Carmen. 2009. *Investing in Democracy: Engaging Citizens in Collaborative Governance.* Washington, D.C.: Brook.

Williams, Andrew P. 2016. Advancing Collaboration Theory: Models, Typologies, and Evidence. New York: Routledge chapter The Devlopment of Collaboration Theory: Typologies and Systems Approaches, pp. 14--42.

Williams, Christopher M., Connie Merriman and John C. Morris. 2016. Advancing Collaboration Theory: Models, Typologies, and Evidence. New York: Toutledge chapter A Life-Cycle Model of Collaboration, pp. 175--196.

Wondolleck, Julia M. and Steven L. Yaffee. 2000. *Making Collaboration Work: Lessons from Innovation in Natural Resource Management.* Washington, DC: Island Press.

Table 3: Synthesis Grading Rubric

Criteria	Exemplary (5)	Proficient (4)	Satisfactory (3)	Developing (2)	Beginning (1)
Understanding of Readings	Demonstrates deep understanding and insightful interpretation of all readings.	Shows a solid understanding and interpretation of readings. Few minor omissions.	Shows a basic understanding of most readings but has some significant omissions or misinterpretations.	Limited understanding of the readings. Frequent omissions or misinterpretations.	Demonstrates minimal or no understanding of the readings.
Identification of Themes & Patterns	Clearly and comprehensively identify all major themes and patterns across the readings.	Identifies most major themes and patterns. A few minor omissions.	Identifies some themes, but misses major patterns or connections.	Struggles to identify themes and patterns. Many omissions.	Fails to identify or connect any themes and patterns.
Analysis & Critical Thinking	Offers a deep and nuanced analysis, draws sophisticated connections, and critically addresses contradictions.	Provides a solid analysis, draws relevant connections, and addresses some contradictions.	Some analysis and connection, but lacks depth and may not address contradictions.	Limited analysis. Draws few connections. Many missed opportunities for deeper thinking.	Lacks any real analysis. No connections made.
Structure & Organization	Ideas are organized in a logical, coherent manner. The flow enhances the argument and understanding.	Ideas are mostly well organized. A few minor structural issues but they don't majorly impede understanding.	Organization is somewhat clear, but reader may get lost at times. Some areas lack coherence.	Ideas and sections are disorganized. Hard for the reader to follow.	Lacks any clear structure or organization. Very hard to follow.
Clarity & Language	Writing is clear, concise, and jargon-free. No grammatical or stylistic errors.	Writing is mostly clear with minor stylistic or grammatical issues. Might have occasional jargon.	Writing is somewhat clear but can be verbose or have some jargon. Several grammatical issues.	Writing is often unclear, with frequent use of jargon and many grammatical issues.	Writing is consistently unclear. Pervasive jargon and grammatical errors.