

Seminar in Collaborative Governance

POSC 588 — Spring 2021

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Office Hours: Thursdays 1:00 - 4:00 & 6:00 - 7:00 by *Zoom*, and by appointment

Dates: January 28th – May 20th • **Time & Place:** Asynchronous Online - Canvas

Course Description: Organizations across all sectors increasingly respond to complex problems through involvement in networks which potentially offer innovative and flexible responses. Unfortunately, managing networks is not necessarily the same as managing a single organization. Knowing ways of managing within and across organizations are 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 topics including federalism, intergovernmental relations, public-private partnerships, contract management, interlocal service provision and production, and networked governance.

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 and 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 lead 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 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.

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.

Course Structure: This course will be delivered online through the *Canvas* classroom management platform. The course will be asynchronous in delivery modality with the exception of optional synchronous components, including a welcome and introduction chat and several guest speaker live discussions. Depending on the preferences of the guest speakers, I hope to record and share their presentations, discussions, or lectures.

Office Hours: Schedule 10-minute time slots on Canvas Calendar for Zoom meetings on Thursdays if you would like to meet with me. Other days and times are available by appointment. If you need longer than 10 minutes, sign up for more than one slot.

Expectations: To accomplish the course objectives above, it is important that the student reads all assigned readings each week and participates with a few comments on the weekly discussion board.

University Information: There are numerous policy statements and regulations, as well as helpful resources, from the University. Below are just a few that apply to this course and may be helpful for the student's graduate education.

- Academic Honesty: Academic dishonesty includes such things as cheating, inventing false information or citations, plagiarism, and helping someone else commit an act of academic dishonesty. It usually involves an attempt by a student to show a possession of a level of knowledge, which, in fact, the student does not possess. Cheating is defined as the act of obtaining or attempting to obtain credit for work by the use of any dishonest, deceptive, fraudulent, or unauthorized means. Plagiarism is defined as the act of taking the work of another and offering it as one's own without giving credit to that source. An instructor who believes that an act of academic dishonesty has occurred is (1) obliged to discuss the matter with the student(s) involved; (2) should possess reasonable evidence such as documents or personal observation; and (3) may take whatever action deemed appropriate, ranging from an oral reprimand to an F in the course. Additional information on this policy is available from the University Policy Statement 300.021.
- Accommodations for students with special needs: Please inform the instructor during the first week of classes about any disability or special needs that you may have that may require specific arrangements related to attending class sessions, carrying out class assignments, or writing papers or examinations. Please do so by emailing the instructor to make an appointment to discuss your specific needs. According to California State University policy, students with disabilities must document their disabilities at the Disability Support Services (DSS) Office to be accommodated in their courses. Additional information can be found at the DSS Website, by calling 657-278-3112, or by emailing dsservices@fullerton.edu.

- Writing Center: The Writing Center offers 30-minute one-on-one peer tutoring sessions and workshops, aimed at providing assistance for all written assignments and student writing concerns. Writing Center services are available to students from all academic disciplines. Registration and appointment schedules are available at the Writing Center Appointment Scheduling System. Walk-in appointments are also available on a first come, first serve basis to students who have registered online. More information can be found at the Writing Center's webpage. The Writing Center is located on the first floor of the Pollak Library; their phone number is 657-278-3650.
- Graduate Student Success Center: A new enhanced Graduate Student Success Center is now open on the third floor of Pollak Library South, located in PLS 365. The center is open to all graduate students; it is equipped with computers and a printer, and it has plenty of room for studying and preparing assignments.

Technical Requirements: Students are expected to:

1. Have basic computer competency, which includes:
 - (a) the ability to use a personal computer to locate, create, move, copy, delete, name, rename, and save files and folders on hard drives, secondary storage devices, and clouds such as Dropbox and Google Drive;
 - (b) the ability to use a word processing program to create, edit, format, store, retrieve, and print documents;
 - (c) the ability to use their CSUF email accounts to receive, create, edit, print, save, and send an email message with and without an attached file(s);
 - (d) the ability to use an Internet browser such as Chrome, Safari, Firefox, or Internet Explorer to search and access web sites.
2. Have ongoing reliable access to a computer with Internet connectivity for regular course assignments.
3. Utilize a word processing program such as Microsoft Word and a pdf viewer such as Adobe Acrobat; and have the ability to regularly print assignments.
4. Maintain and access three times weekly their CSUF student email account.
5. Utilize *Canvas* to access course materials and complete assignments.

The Important Stuff:

Course Assignments and Grading: The sections below outline assignments for this course and the ways in which they are graded. It is up to the student to carefully read each of the assignments, as well as to notice their due dates.

1. **Intellectual Autobiography:** In about two pages, describe what you know about collaborative governance and what your interest and experience with it is. Then also describe what you hope or expect to get out of this course. This assignment is due at the beginning of the second class meeting and it is worth 5% of your overall grade.
2. **Participation:** As indicated in the course expectations above, meaningful participation, especially in online discussion boards, by every student during each class session is crucial, and it is worth 10% of your overall grade. Each week there will be one or two topical discussions. Students are expected to regularly participate in the discussions.

3. **Case Study Recording:** There are two case studies that will be discussed in the course. Students will be divided into two groups to present a recording of the case study. All students will read both case studies. Half of the students will present the first case and the other half will present the second case. This assignment is worth 25% of your overall grade. More details about this will be discussed during the first week of the semester.
4. **Guest Speaker Reflection Paper:** We will have several guest speakers throughout the semester. The class sessions during which the guest speaker will attend will begin on Thursdays at 7:15 p.m. While attendance is not mandatory, if you do attend you will be able to ask questions and interact via Zoom with the guest speaker. If you are unable to attend, the session will be recorded and posted to Canvas for later viewing. More details and firm dates will be provided as soon as they are confirmed. This assignment is worth 10% of your overall grade.
5. **Midterm Essay:** A take home midterm essay will be posted on March 18th. It will be due via email by the end of the next regularly scheduled class meeting, which is March 25th at 10:00 p.m. This exam is worth 25% of your grade.
6. **Final Essay:** On May 13th a final essay prompt will be posted online. It is due on May 20th at 10:00 p.m. This exam is worth 25% of your grade.

Summary of Graded Items:

1. Intellectual Autobiography: 5%
2. Discussion Board Participation: 10%
3. Case Study Presentation: 25%
4. Guest Speaker Response Paper: 10%
5. Midterm Exam: 25%
6. Final Exam: 25%

Grading Policy: All graded items, including the final course grade, are assigned according to the following scale:

A+ = 98–100%, A = 93–97%, A- = 90–92%, B+ = 87–89%, B = 83–86%,
 B- = 80–82%, C+ = 77–79%, C = 73–76%, C- = 70–72%, D+ = 67–69%,
 D = 63–66%, D- = 60–62%, F = 0–59%

Tentative Schedule

Note: On the schedule below, each particular reading and/or case study is indicated for the class day on which it will be discussed. Citations are given in the outline; the associated references are located below.

Week 1 (January 28): Introduction and Welcome

- Introduction, Overview, and Expectations

- Syllabus Review

Week 2 (February 4): 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 (February 11): Boundaries, Federalism, and Intergovernmental Relations

- Agranoff (2012, chap. 2–3)
- ★ Agranoff (2017, chap. intro, 1)
- ★ Schneider (2009)
- Gerlak (2006)

Week 4 (February 18): The Costs of Service Cooperation; Polycentricity

- Henderson (2015, chap. 2)
- ★ Oakerson (1999, chap. 1)
- ★ TBD

Week 5 (February 25): Communities and Culture

- Henderson (2015, chap. 3)
- ★ Wondolleck and Yaffee (2000, chap. 4)
- ★ Sirianni (2009, chap. 1)

Week 6 (March 4): CASE STUDY 1

- Building Healthy Communities (in Southern California)
 - * <https://goo.gl/CXNVzv> *or*
 - * <https://www.maxwell.syr.edu/uploadedFiles/parcc/eparcc/cases/Final-Lowerson%20and%20Feldman-Case%202012.pdf>

Week 7 (March 11): 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 (March 18): CASE STUDY 2

- Community Engagement for Organizational Change
 - * <https://goo.gl/qFih8G> *or*

* <https://www.maxwell.syr.edu/uploadedFiles/parcc/eparcc/cases/Rouse-Community%20Engagement%20for%20Organizational%20Change-CASE.pdf>

– MIDTERM ESSAY PROMPTS DISTRIBUTED

Week 9 (March 25): MIDTERM ESSAY RESPONSE DUE

Week 10 (April 8): 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 11 (April 15): TBD

- Any readings are TBD
- Catch-up Week

Week 12 (April 22): 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 (April 29): 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 (May 6): Advancing Collaboration Theory

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

Week 15 (May 13): 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)
- Final Essay Prompt Distributed

Week 16 (May 20): FINAL Essay DUE BY 10:00 pm

References

- Agranoff, Robert. 2012. *Collaborating to Manage*. Washington, 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* 302:1907–12.
- Feiock, Richard C. and John T. Scholz, eds. 2010. *Self-Organizing Federalism: Collaborative Mechanisms to Mitigate Institutional Collective Action Dilemmas*. New York: Cambridge University 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.
URL: <http://publius.oxfordjournals.org/content/36/2/231.abstract>
- 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.
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- Lubell, Mark. 2007. “Familiarity Breeds Trust: Collective Action in a Policy Domain.” *The Journal of Politics* 69(01):237–250.
URL: <http://dx.doi.org/10.1017/S0022381600007921>
- 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.
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- 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 Development 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.