Collaborative Governance and Public Management –PPD 283

INTRODUCTION

What policy issues interest you? Increasing access to healthcare? Dealing with global climate change? Reducing poverty? Controlling immigration? Exploring space? Designing cities? Regulating banking? Regardless of the policy area, policy analysis, policy-making and policy implementation all play important roles. Public management plays a role in all three of these processes. While public management has traditionally been oriented primarily to policy implementation, current emphasis on collaborative governance means that public management is increasingly implicated in policy analysis and policy-making.

Public managers manage people and programs that provide public services. These managers are increasingly being asked to make more effective use of public resources. The demand for public services is high, but resources, including not only material and financial resources but also psychological resources such as trust in government and confidence that public efforts will be effective, are scarce. In this context, many public managers are exploring collaborative governance and inventing ways of managing that alter the relationships within organizations, between organizations, between sectors and with the public so that more people, information and other resources can be included in efforts to address public problems. These collaborative efforts require rethinking fundamental management issues. This course explores the management issues raised by collaborative governance with special emphasis on inclusive management. Inclusive management emphasizes making connections among people, across issues and over time. This emphasis enables managers to make productive use of resources that are often otherwise unavailable.

Class preparation involves reading journal articles and book chapters and applying concepts from these readings to the analysis of cases, many of which have been written specifically for this course. Most of class time is spent in discussion and group learning exercises.   A project in which each student chooses a manager to study and gather data through interviews and direct observation, is a central feature of the course.

ASSIGNMENTS

Prepare for class by reading the assigned readings, thinking about the discussion questions (found in the assignment section of the website), reading your colleagues short papers posted to the message board and noticing public management issues that are discussed in the media or that you have knowledge of through other means and their relation to the topics being discussed in class. The readings are available on the website.

Class participation is an important part of the course. Class participation will be evaluated according to attendance, preparation, constructive involvement in class discussion, respect for the contributions of others, and contributions to the learning of the entire class throughout the quarter. Please note that volume of participation alone is not sufficient to receive a good grade. Not participating, however, will ensure a poor grade. A common form of participation includes contributing to class discussions, both in large and small group settings.   Other forms of

participation are, however, welcome. Two forms of participation that receive separate attention in the participation grade are providing feedback to students' memos ten times over the course of the quarter (preferably no more than 2-3 per week (5%) and filling out peer feedback forms for two project presentations in week nine (5%). Self and peer evaluations will provide input for assessing class participation.

There are 3 short (250-500 word) assignments due over the course of the term.   You may choose any 3 class sessions between ███████████████████ for these assignments. I advise you to spread the dates out so that you can benefit from feedback on these assignments. In general, the assignments involve relating the readings to a specific case or policy issue. Specific assignments are available on the website at least 1 week before they are due. These short papers should be posted to the class message board by noon the Monday before class.

The final project consists of a written report about a public manager whose organization or style you admire or would like to know more about. You will describe the management style of this manager in relation both to the internal organization and the external stakeholders and other relevant groups.   You will provide specific examples of how the manager enacts his/her style, and you will assess the effects of this style on the ability to accomplish tasks in the short and long term, on the effectiveness and morale of the organization and on the creation of resources in the organization and within the relevant community.   You will also explore 1 of the topics discussed in class (e.g., negotiation, building relationships, public engagement, inter-agency collaboration, etc), find additional readings on that topic and relate your knowledge to understanding the manager you are writing about (i.e., how the manager uses social capital or how the manager could use social capital). Students will give in-class presentations during class time on ███████████████████████████.   These presentations will focus on describing the manager's style. Each report should also include one or more ideas of topics that could be developed. The written report is due ████████████ It should be approximately 2500 words.

Grades will be based on class participation, written and oral assignments according to the following distribution:

Class participation   **30% (20% in-class, 5% online, 5% peer presentation feedback)**

Short assignments   **30% (10% each)**

Final project   **40% (15% presentation; 25% paper)**

READING LIST AND SCHEDULE OF CLASSES

       ██████████ **Introduction to collaborative governance and inclusive public management**

Feldman, M. and A. Khademian. 2002. To manage is to govern. *Public Administration Review, 62*(5): 541-555.

Creating Public Value: Strategic Triangles and Competing Values

Moore, M. 1995. *Creating Public Value,* Cambridge, MA: Harvard University Press: pages 13-76

Case: Jerome Miller (parts A and B)

Ways of Managing Collaboration

Barzelay, M. 1992. *Breaking through bureaucracy*: Chapter 1 (pages 3-12)

Kettl, Donald. 1997. "The Global Revolution in Public Management: Driving Themes, Missing Links." *Journal of Policy Analysis and Management* 16 (3): 446-62.

Feldman, Martha and Anne Khademian. 2000. "Management for Inclusion: Balancing Control with Participation." *International Public Management Journal* 3 (2): 149-68.

Case: Ways of budgeting (The bulleted readings below are the case material.)

- Barzelay, M. 1992. *Breaking through bureaucracy*: pages 130-131, 82-86 and 169-173
- Gianpaolo Baiocchi. 2003. Participation, Activism and Politics: The Porto Allegre Experiment in Fung, Archon and Erik Olin Wright (eds) *Deepening Democracy.* New York: Verso. Chapter 2 (pages 45-76). Read pages 47-66, Sections I, II, III, IV.

Final project assignment: Turn in list of 3 public managers with contact information for each and a preliminary list of interview questions. If you already have permission to study a particular manager or organization, you may just turn in that information.

Identifying stakeholders

Bryson, John M. 2004. What To Do When Stakeholders Matter. *Public Management Review* 6(1) 21-53.

Denhardt, Robert and Janet Denhardt (2000). The New Public Service: Serving rather than Steering, *Public Administration Review* 60 (6): 549-559.

Case: Chancellor Drake hires a law school dean?

Agency collaboration: Repertoires and Smart Practices

Bardach, Eugene. 1998. Getting agencies to work together: The practice and theory of managerial craftsmanship. Washington, D. C.: Brookings Institution Press. Chapters 1 and 2.

Pipkin, Seth 2012. Cultural Repertoires and Institutional Performance: A Quick and Dirty Introduction.

Case: A Development Puzzle: How Management Mattered in the Border Towns of Brownsville and McAllen (Pipkin)

Final Project Assignment: Turn in paragraph long description of your manager's responsibilities.

██████████ **Building relationships: Managing employees for collaboration**

Behn, Robert D. 2000. Performance, People and Pay. Bob Behn's Public Management Report http://www.hks.harvard.edu/thebehnreport/

Baker, Wayne. 2000. *Achieving Success Through Social Capital.* San Francisco: Jossey-Bass. Chapters 1 and 5.

Case: Worline, Monica and Sarah Boik. 2006. Leadership lessons from Sarah: values-based leadership as everyday practice. In Cameron and Hess (eds), *Leading with Values: Positivity, Virtue, and High Performance*. Cambridge Univ. Press, pp 108-31.

Recommended Reading:

Feldman, Martha S. and Anne M. Khademian 2003. Empowerment and cascading vitality. In Kim S. Cameron, Jane E. Dutton, and Robert E. Quinn (eds.) *Positive organizational scholarship*. San Francisco: Barrett- Koehler Publishers, 2003: 343-358.

██████████ **Co-production**

Ostrom, E. 1996. Crossing the great divide: Coproduction, synergy and development. *World Development* 24(6): 1073-1087.

Quick, Kathryn S. and Martha S. Feldman. 2011. Distinguishing participation and inclusion. *Journal of Planning Education and Research* 31(3): 272-290.

Case: Building Healthy Communities

Recommended Reading:

Innes, Judith E. and David E. Booher. 2010. Using local knowledge for justice and resilience. In *Planning with Complexity: An Introduction to Collaborative Rationality for Public Policy.* New York: Routledge, pp. 170-95.

Wheatley, Margaret and Debbie Frieze. 2011. Leadership in the Age of Complexity: From Hero to Host. *Resurgence Magazine*, Winter 2011.

Final project assignment: Update on key patterns/issues to be focused on in final paper, naming relevant tools and concepts from class, and any further/followup questions; list of 3--5 books and/or journal articles from outside class to be connected to one key issue to focus on in--depth in the paper

████████████ **Negotiating**

Alfredson, Tanya and Azeta Cungu, 2008. Negotiation Theory and Practice: A review of the literature. Food and Agrictultura Organization of the United Nations.

Katz, Neil and Kevin McNulty. 1995. Interest-Based Negotiation. Please read pages 5-11 on preparing to negotiate. The rest of the paper is also good. Unfortunately, there are some missing pages.

Case: Jerome Miller

Recommended Reading:

Weiss, J. 2013. Katz, Preparing and Conducting Effective Negotiations: Using the "Seven Elements"

O'Leary, Rosemary and Lisa Blomgren Bingham. 2007. A manager's guide to resolving conflicts in collaborative networks. IBM Center for the Business of Government.

Forester, John. 2009. Cultivating surprise and the art of the possible: the drama of mediating differences. *Dealing with Differences: Dramas of Mediating Public Disputes*. New York: Oxford Univ. Press, pp. 37-56.

████████████ **Class presentations for final projects.**

████████████ **Class presentations for final projects.**