



**PubPol 495.004:
Policy Seminar:
Engaging the Public in Policy Making**

**Fall 2023
Thursdays, 10 am – 12:50 pm
1120 Weill Hall**

Instructor:

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Office Hours: Drop-In Mondays and Wednesdays, 10-12, and by appointment. Remote office hours available upon request

Course Objectives

1. Understand the main theoretical and practical approaches employed in public participation, including the why, when, how, and who – *through readings, lecture, class discussions and activities;*
2. Understand the ethical issues surrounding how public participation is carried out, and be able to effectively identify, discuss, and potentially mitigate them in designing future participation work *through class readings, discussion, and written reflections;*
3. Critically assess power relationships among your participant community, including where they come from, how they influence your participants, and how they may influence citizen engagement and dynamics in your participation activities *through readings, class discussion, simulation participation and leadership, and written reflection;*
4. Develop skills and experience in designing and applying participation tools *through simulation leadership, written reflections, and a formal policy memo;*
5. Critically assess input from participation activities and use it to recommend policy decisions *through simulation leadership, written reflections, and a formal policy memo;*
6. Strengthen academic and policy analytic and writing skills *through iterative written assignments culminating in a formal policy memo.*

Course Overview

When designing new policies or programs, or adapting existing policies to the local level, engaging the public can enable governments to be more targeted to local needs, more effective within a local context, and more sustainable by developing local ownership and buy-in, among other benefits. The practice of public participation seeks to engage the public in decision-making about policies and

programs that affect them, or about which they have a special interest. This course will explore the strategies commonly used to engage the intended targets of a policy in policy-making and programmatic design both at the domestic and international levels. Topics include the 'why' and 'when' of participation within the policy process, design of participation activities, tools for engagement of participants, analyzing and using public insight, as well as key challenges of public participation such as ensuring representativeness, equity, and inclusion within participation activities. Students will delve into ethical issues inherent in balancing 'how much', 'when', and 'whose' participation is sought within a given context.

Students will engage in theoretical and case-based work, and will practice designing, implementing, and analyzing outcomes from participation activities. To do this, students will work in teams of 2-3 to lead participation activities in a simulated environment. Students will also be expected to hone their policy writing skills through written reflections and by developing a policy memo. The memo will be drafted in sections throughout the semester, after which students will revise each section for inclusion in the final memo.

Course Readings

Required: Creighton, James L. (2012). *Public Participation Handbook: Making Better Decisions Through Citizen Involvement*. San Francisco: Jossey-Bass, Inc.

The remainder of course materials are available via the University's electronic library resources or are uploaded to the course Canvas website.

Course Assignments/Due Dates/Percent of Final Grade

Your course grade will be based on a team project, three short individual written reflections, and in-class contributions as follows (assignment due dates often differ by assigned team or optional due date selection):

Individual Work (50%)

Written Reflection 1 – simulation leader (<i>Oct 26, Nov 2, or 9, 10 am</i>)	12.5%
Written Reflection 2 – simulation participant (<i>Oct 26, Nov 2, or 9, 10 am</i>)	10%
Written Reflection 3 – final reflection (<i>Dec 14, 5pm</i>)	12.5%
In-Class Participation (<i>ongoing</i>)	7.5%
Team Participation (<i>ongoing</i>)	7.5%

Team Project (50%)

Simulation: Participation Plan/Design - Draft 1 (<i>Oct 9, 16, or 23, 8pm</i>)	10%
Simulation Leadership (<i>Oct 19, 26 or Nov 2, in class</i>)	7.5%
Simulation: Analysis and Evaluation – Draft 1 (<i>Dec 5, 5pm</i>)	10%
Simulation Memo: Final Draft (<i>Dec 12, 5pm</i>)	15%
Final Presentation (<i>Dec 7, in class</i>)	7.5%

Written Reflections

There will be three written reflections required for this course. The first (3-5 pages double spaced) will cover your experience leading a simulation with your team. The second (3-5 pages double spaced) will cover your experience as a participant on another team's simulation. The final written reflection (4-6 pages double spaced) will cover deciding which citizens participate, how much they participate, and the power dynamics implicit in these decisions. These assignments are informal in nature. Feel free to use the 'first person' narrative. Do however, remember that this is an academic training program, and as such, I expect proper grammar and demonstration of effort and will be assigning grades based on your demonstration of an understanding of the course content.

Note that we will have 5-6 simulations. Everyone will respond to their own simulation for the first reflection (on simulation leadership), and then pick one additional simulation to respond to for the second reflection. The final reflection will be due during exam week. Initial guidelines for each reflection are below, and more detailed assignment guidance documents will be disseminated in class.

Reflection 1. Covering the simulation you lead. Make sure to cover the following points:

1. Summarize the participation goals your team had, the input received to accomplish those goals, and what you would recommend the decision-maker do/decide based on the input.
2. Reflect on what went well, what challenges you faced, and how might you overcome or mitigate them in the future. Make sure to reflect on any particular approaches planned and challenges faced in pursuing your goals of who participates, who is included, and who is represented.

Reflection 2. Covering your experience as a participant in another group's simulation. Make sure to cover the following points:

1. Reflect on the Tool: When do you think the tool(s) might be used? To pursue what goals? With what kind of participants? What are the pros and cons of the tool(s) implemented?
2. Reflect on the experience of being a participant: Did you feel heard? Did you feel included? Did you feel like your input mattered to the facilitators and will make a difference for the end decision? What might they have done to make you feel more heard/included/impactful?

Final Individual Reflection. The final reflection covers how you would guide a participation planner in deciding whom to include in a participatory activity, and how to determine 'how much' participation 'power' to give participants. Reflect on how these decisions operate within and carry inherent power dynamics that influence your activities and results. Feel free to reference in-class or hypothetical examples.

Participation and Attendance Policy

Class participation will be graded based on your engagement in class discussions, in-class activities (including the simulations), and informal report-outs of small group discussions in a thoughtful and respectful manner. I expect students to engage in the material in a manner that constructively advances

the conversation; quality of comments is appreciated over quantity of comments. I recognize that not all students will feel naturally comfortable speaking in front of the group. For many, this is an acquired skill, and I would encourage you to view this course as an opportunity to practice. However, to provide for multiple ways to participate in class, participation grades are also based on small-group discussion, engagement in class activities, and in-class written reflections and prompts.

Your participation grade also includes your contribution to your team's work for the group project. This will be assessed via my observation and, importantly, a peer evaluation that will take place on the last day of the quarter.

In general, attendance to class sessions is expected. However, there are a number of potential extenuating circumstances that might cause students to miss class in our current reality. If you are going to have to be absent, please do your best to let me know in advance of the class session so that I can plan accordingly with respect to any group work.

****Please note that if you are going to be absent on one of the Simulation days, please let me know in advance and as soon as possible. I tailor each simulation activity to have specific actors with specific goals and priorities participating, and will need to re-calibrate if someone is missing.****

I will not be taking attendance as an explicit part of your participation grade. Note, though, that your ability to engage in class constructively is limited by your presence in class. Students are expected to attend class in person; however, I am willing to Zoom you in to class **for health reasons or other extenuating circumstances only**. This accommodation will be provided only in response to legitimate requests made at least 2 hours in advance of class.

Team Project: Simulation

The team project consists of three elements: Leading a participation simulation in class, a policy memo with a participation plan, analysis and evaluation (submitted in stages), and a class presentation. You will be in the same team of 2-3 for this project throughout the semester. Once established, teams will not be changed or reassigned. In class, you will establish team contracts with expectations for work effort, quality, and timeliness up front.

Your team will be responsible for leading a 45 minute simulation as the activity facilitator. To do so, you must first outline when in the policy process your participatory activity will occur and your participation goals. Considering these elements, you must select a tool, or set of tools, to implement during a 45 minute participation activity(ies) to accomplish your participation goals and fit within your timeframe. (Note that your prompt may include a pre-determined tool depending upon the scenario.) Your team will then undergo activity design and logistics planning, including a strategy for participant identification and recruitment. A formal plan will be submitted as a draft, to which you will receive feedback with ample time to make adjustments in advance of the simulation day. Check the schedule for team-specific deadlines. (A revised version of your plan (including a response to instructor feedback and reflection from the simulation experience) will comprise the first half of your team's final simulation memo draft due at the end of the semester.)

You will then carry out the activities in class. Note that all classmates will have been given a personal profile to portray during the simulation that will include their background, their preferences, the strength of their perspectives, their sticking points vs points of negotiation, and their degree of willingness to participate/engage. These will not be known to you. More details to follow in an assignment guidance sheet.

After the simulation, your team will prepare a draft of the second half of your final simulation memo. This draft will cover an analysis of the information you gathered during the activity and a recommendation to your client (policy maker) about what decisions or next steps to take. You will also include an evaluation of the participation activity itself, with a particular emphasis on whether your participation goals were met, and how they might have been better reached. The goal of this section is to be intentionally reflective and learn from what went well and what could be adjusted. After receiving instructor feedback, teams will submit a revised version of this content as the second half of the final simulation memo.

Class Presentation. Presentations will occur during the final class (duration TBD). Each presentation should provide a brief overview of the participation goals from your simulation. You will then present an analysis of the input you collected during your simulation and pitch how you think the input should influence the decisions made. This presentation should be thought of as a ‘report-out’ to your client on the participation activity, with a focus on recommendations (and justifying those recommendations with your participation activity results.) The presentations will be followed by a Q&A session with the class. All team members must participate in the presentation.

Late Assignment Policy

I’m willing to grant extensions for individual assignments for legitimate reasons, and particularly those related to physical or mental health and extenuating circumstances. Note that not preparing or budgeting time appropriately does not count as a legitimate reason. If you need an extension for a legitimate reason, contact me in advance of the deadline. Unexcused late assignments are reduced by 5% for the first 24-hours after the due date has passed, 10% for being more than 24 hours late but less than 1 week late, and 10% per week thereafter.

Ford School Inclusivity Statement: Members of the Ford School community represent a rich variety of backgrounds and perspectives. We are committed to providing an atmosphere for learning that respects diversity. While working together to build this community we ask all members to:

- share their unique experiences, values and beliefs
- be open to the views of others
- honor the uniqueness of their colleagues
- appreciate the opportunity that we have to learn from each other in this community
- value one another’s opinions and communicate in a respectful manner
- keep confidential discussions that the community has of a personal (or professional) nature
- use this opportunity together to discuss ways in which we can create an inclusive environment in Ford classes and across the UM community

Ford School Public Health Protection Policy: In order to participate in any in-person aspects of this course--including meeting with other students to study or work on a team project--you must follow all the public health safety measures and policies put in place by the State of Michigan, Washtenaw County, the University of Michigan, and the Ford School. Up to date information on U-M policies can be found [here](#). It is expected that you will protect and enhance the health of everyone in the Ford School community by staying home and following self-isolation guidelines if you are experiencing any symptoms of COVID-19

Student Mental Health and Wellbeing: The University of Michigan is committed to advancing the mental health and wellbeing of its students. We acknowledge that a variety of issues, both those relating to the pandemic and other issues such as strained relationships, increased anxiety, alcohol/drug problems, and depression, can directly impact students' academic performance and overall wellbeing. If you or someone you know is feeling overwhelmed, depressed, and/or in need of support, services are available.

You may access the Ford School's embedded counselor Paige Ziegler (contact information TBD) and/or counselors and urgent services at [Counseling and Psychological Services](#) (CAPS) and/or [University Health Service](#) (UHS). Students may also use the Crisis Text Line (text '4UMICH' to 741741) to be connected to a trained crisis volunteer. You can find additional resources both on and off campus through the [University Health Service](#) and through [CAPS](#).

Accommodations for Students with Disabilities: The University of Michigan recognizes disability as an integral part of diversity and is committed to creating an inclusive and equitable educational environment for students with disabilities. Students who are experiencing a disability-related barrier should contact Services for Students with Disabilities <https://ssd.umich.edu/>; 734-763-3000 or ssdoffice@umich.edu). For students who are connected with SSD, accommodation requests can be made in Accommodate. If you have any questions or concerns please contact your SSD Coordinator or visit SSD's Current Student webpage. SSD considers aspects of the course design, course learning objects and the individual academic and course barriers experienced by the student. Further conversation with SSD, instructors, and the student may be warranted to ensure an accessible course experience.

Academic Integrity: The Ford School academic community, like all communities, functions best when its members treat one another with honesty, fairness, respect, and trust. We hold all members of our community to high standards of scholarship and integrity. To accomplish its mission of providing an optimal educational environment and developing leaders of society, the Ford School promotes the assumption of personal responsibility and integrity and prohibits all forms of academic dishonesty, plagiarism and misconduct. Academic dishonesty may be understood as any action or attempted action that may result in creating an unfair academic advantage for oneself or an unfair academic advantage or disadvantage for any other member or members of the academic community. Plagiarism involves representing the words, ideas, or work of others as one's own in writing or presentations, and failing to give full and proper credit to the original source. Conduct, without regard to motive, that violates the academic integrity and ethical standards will result in serious consequences and disciplinary action. The Ford School's policy of academic integrity can be found in the [MPP BA](#), and [PhD Program](#) handbooks. Additional information regarding academic dishonesty, plagiarism and misconduct and their consequences is available [here](#).

Class Honor Code Practice: In this class, each written assignment should include an honor code statement at the bottom: “I attest that this assignment is my own work, not generated by artificial intelligence tools, and upholds Ford School expectations of academic integrity.’ Students should print their name at the end of the honor code statement, which I will interpret as a signature.

Use of Technology: Students should follow instructions from their instructor as to acceptable use of technology in the classroom, including laptops, in each course. All course materials (including slides, assignments, handouts, pre-recorded lectures or recordings of class) are to be considered confidential material and are not to be shared in full or part with anyone outside of the course participants. Likewise, your own personal recording (audio or video) of your classes or office hour sessions is allowed only with the express written permission of your instructor. If you wish to post course materials or photographs/videos of classmates or your instructor to third-party sites (e.g. social media), you must first have informed consent. ***Without explicit permission from the instructor and in some cases your classmates, the public distribution or posting of any photos, audio/video recordings or pre-recordings from class, discussion section or office hours, even if you have permission to record, is not allowed and could be considered academic misconduct.***

Please review additional information and policies regarding [academic expectations and resources](#) at the Ford School of Public Policy.

Weekly Course Outline

All scheduled readings and activities may be subject to change

Date	Topic	Readings and Assignments
<p>Class 1 Thursday, Aug 31</p>	<p>Intro to Public Participation</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Creighton, Chapter 1 (On Canvas) <p>Topics:</p> <ul style="list-style-type: none"> - Introductions - Intro to Public Participation - Community Norms and Simulation Norms <p>Initial simulation1 (Tool: Visioning) Initial simulation 2 (Tool: Community Deliberation)</p>
<p>Class 2 Thursday, Sept 7</p>	<p>The Policy Process and Participation</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Nabatchi and Leighninger, Chapter 2 – page 13-25 only (On Canvas) - Nabatchi, Tina. “Putting the ‘Public’ Back in Public Values Research: Designing Participation To Identify And Respond To Values”, PAR 2012 - Fung, Archon. “Varieties of Participation in Complex Governance”, PAR, 2006 <p>Topics:</p> <ul style="list-style-type: none"> - An Overview of Policy Decision-Making Steps and Processes: Policy Analysis Framework: When Does Participation Occur? - 1805 vs 2015 Decision-Making - Categorizing Participation - An Intro to Who Participates and Structural Power Inequities - Participation Goals
<p>Class 3 Thursday, Sept 14</p>	<p>Who Participates and Structural Power Inequities</p>	<p>Required Readings</p> <ul style="list-style-type: none"> - Fung, “Empowered Participation: Reinventing Urban Democracy”, Princeton University Press, 2009. (E-book available from the university library) pages 123-129, and Chapter 6: Deliberation in Social Conflict - Gooden, Susan. (2015). Chapter 2: The saturation of racial inequities in the United States. <i>Race and Social Equity: A Nervous Area of Government</i> (pp 21-44). New York: M.E. Sharpe.

		<p>Topics</p> <ul style="list-style-type: none"> - Structural Power Relationships Within Participant Communities - How Power Structures Can Influence Participation Activities - Overcoming Power Dynamics During Participation - How Participation Can Influence Power Dynamics - In-Class Short Answer Essay (<i>counted in your participation grade</i>)
<p>Class 4 Thursday, Sept 21</p>	<p>Mechanics of Participatory Planning</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Creighton, Chapters 3 and 4 - Nabatchi and Leighninger, Chapter 8 (On Canvas) - Bryson et al. “Designing Public Participation Processes”, PAR, 2012 <p>Topics:</p> <ul style="list-style-type: none"> - Designing Participatory Activities - Targeting Participants: Deciding Who Participates and How Much - Planning the Participation Objectives - Preparing and Logistics - Considering what You’ll Do with the Input - Creating Teams and Team Contracts
<p>Class 5 Thursday, Sept 28</p>	<p>Workshop: Designing and Planning Participatory Activities</p> <p>and</p> <p>Pitfalls, Challenges, and the Institutional Context</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Your simulation materials on Canvas - Creighton, pages 81-83 - Pages 242 – 246 in: Brabham, Daren, C. “Crowdsourcing the Public Participation Process for Planning Projects”, Planning Theory, 2009. - Fung, Archon. “Putting the Public Back into Governance: The Challenges of Citizen Participation and Its Future”, Public Administration Review, 2015. <p>Topics:</p> <ul style="list-style-type: none"> - Designing and Planning Participatory Activities - Workshop: Designing and Planning your Simulations - Common Challenges and Pitfalls to Carrying Out Participation Activities

<p>Class 6 Thursday, Oct 5</p>	<p>The Tools 1 Direct Implementation</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Creighton, Chapters 6 and 7 - Asynchronous Lecture on Facilitating Group Deliberation; Covers Selections of: ‘Getting to Yes,’ by Fisher and Ury <p>Topics:</p> <ul style="list-style-type: none"> - Tools Used in Public Participation - Jigsaw Activity - Facilitating Group Deliberation - Selecting Simulation Tools: Teams 1, 2 and 3 <p>Assignments Due: Simulation Leaders 1 and 2: Draft participation plan due Monday, Oct 9 by 8pm</p>
<p>Class 7 Thursday, Oct 12</p>	<p>The Tools 2 Indirect Implementation</p> <p>And</p> <p>Participation in an International Context</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Amy Beck Harris, Public Participation in Procurement, in Global Administration of Public Administration, Public Policy, and Governance, 2020, eds. Ali Farazmand. - Harris, Bounded Participatory Development at USAID: A practitioner report, pages 1-11, 24-31 (On Canvas) - Bhusal, Thaneshwar. “Participatory local governance in rural Nepal: The primacy of informality”, Development Policy Review, 2023. - Ch 2 in: Cooke & Kothari. “Participation – The New Tyranny?”, Zed Books, Ltd., 2001, pp16-26 only (On Canvas) <p>Optional Readings:</p> <ul style="list-style-type: none"> - Harris, Bounded Participatory Development at USAID: A practitioner report, pages 11-23, 31-38 <p>Topics:</p> <ul style="list-style-type: none"> - What Happens To Participation When It Is Contracted Out? - How Is Implementing Participation Activities Abroad Different? - Participatory Development (Idealized Vs In-Practice And The Limits Of Contracted-Out Participation) - Selecting Simulation Tools: Teams 4, 5, And 6 - Mid-Semester Check In

		<p>Assignments Due Simulation Leaders 3 and 4:</p> <ul style="list-style-type: none"> - Draft participation plan due Monday, Oct 16 by 8pm
<p>Class 8 Thursday, Oct 19</p>	<p>Simulations 1 and 2</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Simulation 1 Reading Materials - Simulation 2 Reading Materials <p>Topics:</p> <ul style="list-style-type: none"> - Simulations 1 and 2 <p>Simulation: Direct Government Tools 1: Public Hearing for Tiny House Villages Initiative in Seattle, WA</p> <p>Simulation: Direct Government Tools 2: Community Decision-Making to Determine Priorities in the A2Zero Plan to Reduce the Carbon Footprint of Ann Arbor</p> <p>Assignments Due</p> <p>Simulation Leaders 1 and 2:</p> <ul style="list-style-type: none"> - Leadership Reflection due Thursday, Oct 26, by 10am - Individual Reflection Option 1: due Thursday, Oct 26, by 10am <p>Simulation Leaders 5: Draft participation plan due Monday, Oct 23 by 8pm</p>
<p>Class 9 Thursday, Oct 26</p>	<p>Simulations 3 and 4</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Simulation 3 Reading Materials - Simulation 4 Reading Materials <p>Topics:</p> <ul style="list-style-type: none"> - Simulations 3 and 4 <p>Simulation: Direct Government Tools 3: Transitioning to Remote Learning for India’s Rural Public Schools during Covid-19</p>

		<p>Simulation: Indirect Government Tools 1: Project Activity Design for the USAID Kyrgyz Republic Agriculture Project</p> <p>Assignments Due Simulation Leaders 3 and 4:</p> <ul style="list-style-type: none"> - Leadership Reflection due Thursday, Nov 2, by 10am - Individual Reflection Option 2: due Thursday, Nov 2, by 10 am
<p>Class 10 Thursday, Nov 2</p>	<p>Simulations 5 and 6</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Simulation 5 Reading Materials <p>Topics:</p> <ul style="list-style-type: none"> - Simulation 5 <p>Simulation: Indirect Government Tools 2: Evaluating the Intensive Partnership for Teaching Project (US)</p> <p>Assignments Due Simulation Leaders 5:</p> <ul style="list-style-type: none"> - Leadership Reflection due Thurs, Nov 9 by 10 am - Individual Reflection Option 3: due Thursday, Nov 9 by 10 am
<p>Class 11 Thursday, Nov 9</p>	<p>Analyzing your Participatory Activities 1</p>	<p>Required Readings:</p> <ul style="list-style-type: none"> - Creighton, Chapter 15 - Wang, Xiaohu. “Assessing Public Participation in US Cities”, Public Performance and Management Review, 2001 - Vivier, Elmé and Diana Sanchez-Bentacourt. “Participatory governance and the capacity to engage: A systems lens”, Public Administration and Development, 2023. <p>Topics:</p> <ul style="list-style-type: none"> - Using Input/Results for Decision-Making - Institutional Constraints to Using Participation Inputs - Reassessing Participation Goals

Class 12 Thursday, Nov 16	Analyzing your Participatory Activities 2: Workshopping the Input of Your Participatory Activity	Required Readings: <ul style="list-style-type: none"> - None Topics: <ul style="list-style-type: none"> - In-Class Workshopping: Analyzing the Input/Results Of Your Participatory Activity
Thursday, Nov 23	No Class Thanksgiving Break	
Class 13 Thursday, Nov 30	Evaluating your Participatory Activities	Required Readings: <ul style="list-style-type: none"> - Creighton, Chapter 16 - Berner, Maureen M, Justin M Amos, & Ricardo S Morse. “What Constitutes Effective Citizen Participation in Local Government?: Views from City Stakeholders”, Public Administration Quarterly, 2011. Topics: <ul style="list-style-type: none"> - Measures of Success of a Participation Activity - In-Class Activity: Evaluating Participatory Activities - In-Class Workshopping: Evaluating your Participatory Activity Assignments Due All Simulation Teams: Draft analysis and evaluation due Tuesday, Dec 5 by 5pm
Class 14 Thursday, Dec 7	Presentations and Wrap Up	Required Readings: None Topics: <ul style="list-style-type: none"> - Class Presentations

		<ul style="list-style-type: none">- Wrap-Up- Peer Evaluations
Exam Week Dec 11-15		Assignments Due Revised Memos Due Dec 12 by 5 pm Final Individual Reflection Due Dec 14 by 5pm