The Trachtenberg School of Public Policy and Public Administration

Fall 2013

Course Number: PPPA 6000, Section 10

Course Title: Cross-Sector Collaboration in the U.S. Federal System

Meeting Time & Place: Gelman Library B04, Monday 610-820 PM

Instructor: Geoffrey Propheter
gprophet@gwmail.gwu.edu

Office Hours: (1) MPA Building, Office 605
Hours: Tuesday 4-6, Thursday 4-7, and by appointment
(2) LHWC 3rd floor basketball courts
Hours: by appointment

Required Texts: None

Student Learning Objectives

At the end of the course, students should be able to:

1) Identify the philosophical and constitutional foundations underlying the structure of the federal government as well as the relationship between the national and state governments;

2) Describe the economic theories that justify public intervention in the private market and analyze their implications particularly as it relates to the efficiency-equity debate;

3) Identify the advantages and disadvantages of different forms of cross-sector collaboration.

Course Description

This course has two parts. The first part (roughly the first 2 weeks) is a review of the U.S. federal system, its philosophical underpinnings, and the role of public administration. Our goal is to broadly understand the political landscape in which public administration takes place as well as provide an opportunity for students to critically assess their beliefs. The content in these first weeks serves as a conceptual foundation for the remainder of the course.

The second part (roughly the last 5 weeks) is an introduction to the theory and practice of cross-sector collaboration and public administration, broadly speaking. The topics covered include: the public-private dichotomy, public and private provisioning of goods, theories and methods of collaboration, and limits and consequences of collaboration.

In addition, during these 5 weeks I will lecture on a range of economic topics directly related to multi-sector collaboration including, but not limited to, sources of market failures, transaction costs, and Pareto efficiency. Modern public administration is saturated with the language of economics, and therefore it is important that you be at least minimally familiar with economic jargon and concepts. Based on anecdotal evidence from other students, you will likely find that these lectures also nicely supplement the material you will cover in the MPA economics course.
Students are strongly encouraged to incorporate their experiences from their lives and/or jobs into course discussions. Doing so will not only improve understanding of the material but will also help make concrete some of the abstract ideas we will be covering.

**Course Format**

The course will include an exam, a writing assignment, student-lead discussions, and lectures. The class will be mainly conducted along the lines of a graduate seminar with small group discussions. What this means is that participation will be weighted heavily in the grading scheme and that I am not going to lecture for an entire class period (except the first meeting).

During each class, a number of students (the exact number will be decided later) will lead small-group discussions of one reading assigned for that night. Groups will likely be around 5-6 students. Before breaking into groups, each presenting student will give a brief summary of their reading to the entire class. After breaking into groups, it is the presenting students’ responsibility to summarize the reading to their group more fully and most importantly to facilitate discussion.

In order to facilitate discussion, each student needs to provide an outline of important ideas covered in the readings, and these outlines should be distributed to the class. I suggest including thought-provoking discussion questions in the outline. I do not require a specific outline form. What I do require is that the outline be organized in such a way that only the important material from the reading is included (where “important material” is defined by the student) and that the information is organized in an easily digestible manner. These outlines act as quick reference guides that all students will benefit from during the remainder of your time in the program.

Small group discussions will last about 30-40 minutes. Presenters’ summaries should be 5-7 minutes and in no way exceed 10 minutes. Group discussions should be discussion heavy.

**IMPORTANT ITEM #1:** The handouts are not substitutes for discussion but instead should be constructed to provoke critical evaluation of the topic. Presenters should not simply read from their outline.

**IMPORTANT ITEM #2:** Your grade on this assignment depends heavily, first, on creating a user-friendly outline and, second, on following **IMPORTANT ITEM #1**.

**IMPORTANT ITEM #3:** Students must email me a copy of their outline by the day of their presentation so that I can upload it to Blackboard.

**OVERALL ADVICE ON OUTLINES:** If you provide your fellow students a sub-par outline, you are hurting them as well as yourself. They will remember your lack of effort. Provide your fellow students the same level of courtesy as you want them to provide you.

At my discretion, I may single out a particular reading and humbly request the presenter (assuming a student has picked the article) to present it to the class so that we can discuss the material together. After all, it would be unfair to disadvantage those students that were not exposed to these readings just because they were not in the “right” group. These readings are **bolded and blue** in the course outline below.

A week before the first day of class, students will be given the opportunity to select the article they want to discuss, and each student must lead one class discussion. Reading selection is on a first-come-first-serve basis. All students not presenting an article any given week are responsible for **skimming** any **unassigned** articles. The level of skimming is up to each student but should at least
cover the abstract, introduction and concluding sections of each paper. The main goal is to be able to incorporate ideas from the unassigned readings into group discussions. The exception to this rule is Week 2—students are required to read this material in full. Either before or after small group discussions, I will lecture on economic theory for the remainder of the class meeting.

I will use the GW Blackboard system to distribute class materials. Students are expected to attend all classes and complete all assigned readings before each class.

Course Requirements

1) Exam on the U.S. Federal System: A short take home exam will be posted to BB and emailed to students the night after the second meeting, and it will be due that Sunday, September 8, by 11:59 PM by email. For every minute late, the student will lose 5 points. The exam will consist of short answer questions. All material on the syllabus and in the Power Point slides for the first two weeks is fair game. This will be graded as pass or fail, and a student must pass this test with a grade of B- or better (40 out of 50 points) in order to receive a grade in the course. If a student fails, they may repeat the test.

2) Student-Lead Discussion: Students will lead 1 group or class discussion on a reading or set of readings of their choice. A grading rubric is included at the end of the syllabus. (30% of grade)

3) Final Paper: Students will be required to submit a 3-4 page reflective paper at the end of the course. The goal of the paper is to demonstrate to me that you have absorbed and critically evaluated some of the concepts that we have discussed in class. I do not expect students to comment on every topic, but I do expect students to comment on a couple of topics that left an impression on them. While this paper is informal in the sense that it can be written as an entry in a diary, students are required to properly cite sources (if any are used), proofread, and display graduate-level command of the English language. I am available to help students in these areas, but if I feel extensive work is needed, I will recommend a visit to the University Writing Center. A grading rubric is included at the end of the syllabus. (40% of grade)

4) Class Participation: Students are expected to contribute to group discussions by sharing their knowledge, experiences, insights, and questions with other members of the class. (30% of the grade)

Academic Honesty

Students are responsible for familiarizing themselves with the University's policies on academic honesty and integrity, which can be found in the GW student handbook or on-line at http://gwired.gwu.edu/dos/GuidetoStudentRights/. Note especially the definition of plagiarism: “intentionally representing the words, ideas, or sequence of ideas of another as one’s own in any academic exercise; failure to attribute any of the following: quotations, paraphrases, or borrowed information.” All examinations, papers, and other graded work products and assignments are to be completed in conformance with the George Washington University Code of Academic Integrity.

Additional Policies

Class conduct: In order to maximize the learning experience for all students enrolled in the course, students are expected to be respectful and civil in the classroom. Students engaging in uncivil, excessively disruptive, or in-class behavior otherwise unbecoming of a graduate student will be asked to leave the class for that meeting. If such behavior is chronic, the student may be dropped from the course.
Incompletes: A student must consult with the instructor to obtain a grade of I (incomplete) no later than the last day of classes in a semester. At that time, the student and instructor will both sign the CCAS contract for incompletes and submit a copy to the School Director. Please consult the SPPPA Student Handbook or visit home.gwu.edu/~moses/Incompletes.doc for the complete CCAS policy on incompletes.

Submission of Written Work Products Outside of the Classroom: It is the responsibility of the student to ensure that an instructor receives each written assignment. Students can submit written work electronically only with the express permission of the instructor.

Policy on Late Work: All work must be turned in by the assigned due date in order to receive full credit for that assignment, unless an exception is expressly made by the instructor.

Changing Grades After Completion of Course: No changes can be made in grades after the conclusion of the semester, other than in cases of clerical error.

The Syllabus: This syllabus is a guide to the course for the student, and it represents a living contract. Sound educational practice requires flexibility and the instructor may therefore, at her/his discretion, change content and requirements during the semester. Any changes will be in consultation with students.

Accommodation for Students with Disabilities: In order to receive accommodations on the basis of disability, a student must give notice and provide proper documentation to the Office of Disability Support Services, Marvin Center 436, 202-994-8250. Accommodations will be made based upon the recommendations of the DSS Office.

Grading Scheme

<table>
<thead>
<tr>
<th>Points Range</th>
<th>Grade</th>
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<tbody>
<tr>
<td>100 – 92</td>
<td>A</td>
</tr>
<tr>
<td>91 – 89</td>
<td>A-</td>
</tr>
<tr>
<td>88 – 86</td>
<td>B+</td>
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<tr>
<td>85 – 82</td>
<td>B</td>
</tr>
<tr>
<td>81 – 79</td>
<td>B-</td>
</tr>
<tr>
<td>78 – 76</td>
<td>C+</td>
</tr>
<tr>
<td>75 – 72</td>
<td>C</td>
</tr>
<tr>
<td>71 – 69</td>
<td>C-</td>
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Course Outline

Week 1 – The nature of government and the role of the public administrator
Students are not responsible for any reading this week. I will be lecturing on the political philosophy of various social contract theorists that greatly influenced the Founding Fathers in one way or another including Thomas Hobbes, John Locke, and Jean-Jacques Rousseau. If time permits, I will also discuss the more recent political theory of John Rawls and Robert Nozick which have been influential in current policy debates. In order to make some of these ideas concrete, I will discuss their implications within the context of one of the most well-known exchanges in public administration—the Friedrich-Finer debate.

Week 2 – Overview of the US federal structure
This week serves as an overview of the US federal structure, or more precisely what it looks like and why it looks that way.

For an overview of the course, read:

Also read:
Federalist No. 10 http://www.constitution.org/fed/federa10.htm
Familiarize yourself with these cases and be sure to understand why they are important within the context of American federalism. You are strongly encouraged to read the cases in their entirety.

Marbury v. Madison (1803)
McCulloch v. Maryland (1806)
Gibbons v. Ogden (1824)

**Take-home test due September 8 by 11:59.**

**Week 3 – What is the “public” and why do people serve it?**

This week’s readings explore two important themes: what does the word “public” mean in “public administration” and why do people serve the “public,” whatever it is. With respect to the former, the first four readings discuss different definitions of “public” as well as differences between “public” and “private.” With respect to the latter, the last five readings introduce two influential and competing theories of public sector employee motivation and behavior, public choice theory and public service motive theory.


*NOTE: The Downs and Perry and Wise readings are paired together.*


Week 4 – Public/rational choice meets public administration
This week’s readings explore public choice and rational choice theories as explanations of bureaucratic behavior. Public choice theory in particular manifested itself in public administration through New Public Management and calls for greater privatization.


Week 5 – From Pure Privatization to Public-Private Partnerships
This week’s readings discuss some of the limitations of New Public Management and its battle cry of privatization. While the influence of public choice in public administration eventually lost much of its initial momentum, it was replaced by a softer version of bureaucracy still grounded in economics but with greater concern for equity. Public-private partnerships replaced calls for pure privatization. The first three articles discuss limitations of a business approach to governance and the second three discuss public-private partnerships and multi-sector collaborations.


*Note: You are only required to read to page 129. You are encouraged to read the whole thing.


Week 6 – Limitations of Public-Private Partnerships and the Revival of PSM

This week’s readings offer an overview of governance issues related to contracting public good delivery to non-public entities. In addition, we will discuss a revival of public service motive theory as an alternative administrative philosophy to public choice theory.


Week 7 – Morality and Public Administration

This week’s readings bring course material full circle. The articles discuss elements of morality in public sector collaborations, and the Bagby and Franke article in particular discusses the relevance of various political theories we discussed in Week 1 to public administration.


**Final paper due September 8 by 11:59 PM.**
## Student discussion grading rubric

<table>
<thead>
<tr>
<th></th>
<th>Exemplary (10 points)</th>
<th>Satisfactory (7 points)</th>
<th>Poor (3 points)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Critical thinking</td>
<td>Offers new or expanded ideas that reflect high-level critical thinking; demonstrates practical application</td>
<td>Demonstrates basic knowledge of topic with limited expansion of ideas</td>
<td>Displays a minimal grasp of the concepts covered; does not expand upon the central concepts</td>
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<tr>
<td>Handout content</td>
<td>Reflects graduate-level understanding of reading assignment; provokes additional challenging questions from class; no punctuation or grammar mistakes</td>
<td>Reflects a basic understanding of the readings, provokes meaningful discussion from the class; minimal punctuation and grammatical mistakes</td>
<td>Fails to grasp the reading content; provokes limited class discussion; substantial punctuation and grammar mistakes</td>
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<tr>
<td>Responses to others</td>
<td>Responds to questions with anecdotal or empirical evidence beyond what is covered in the reading; responses are non-threatening and civil</td>
<td>Responds to questions by introducing new concepts or perspectives to consider; responses are non-threatening and civil</td>
<td>Responses reflect lack of understanding of the reading; responses are marginally civil</td>
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# Final paper grading rubric

<table>
<thead>
<tr>
<th></th>
<th>Excellent (10 points)</th>
<th>Satisfactory (7 points)</th>
<th>Unsatisfactory (3 points)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ideas and Content</strong></td>
<td>The writing is focused and coherent, themes are clear and convey a well defined perspective.</td>
<td>Topic is fairly broad, ideas are clear, but not detailed, accurate. Stays on the topic but needs to develop a theme.</td>
<td>Writer is still in search of a topic, information is limited or unclear. Ideas are fragmented. Writer needs to define the topic.</td>
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<td><strong>Use of Sources</strong></td>
<td>Fully integrated paraphrases and summaries; few to no errors in documentation.</td>
<td>Some source material integrated; only minor errors in documentation.</td>
<td>Source material not integrated; documentation absent, unclear, incomplete, or incorrect.</td>
<td></td>
</tr>
<tr>
<td><strong>Organization</strong></td>
<td>Establishes a coherent thesis that conveys a clear perspective on the subject, sequence is logical, topic flows smoothly.</td>
<td>Can recognize a theme. Concepts are connected in most cases. Sequence shows some logic, storyline is disjointed in some areas.</td>
<td>There is no identifiable theme, connections between ideas are confusing, it is difficult for the reader to follow the storyline and make connections.</td>
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</tr>
<tr>
<td><strong>Execution</strong></td>
<td>Punctuation, spelling, capitalization, paragraphing, grammar is correct.</td>
<td>Errors in punctuation, spelling, capitalization, paragraphing, or grammar occur</td>
<td>Errors in punctuation, spelling, capitalization, paragraphing, and grammar inhibits readability and comprehension</td>
<td></td>
</tr>
</tbody>
</table>