

COURSE SYLLABUS

Class Meetings: Wednesday, 4:00–6:45 PM, Garland
Instructor: Dr. Paul Battaglio
Office Location: WSTC 1.213
Contact Information: (Office) 972-883-5344 e-mail: battaglio@utdallas.edu
Office Hours: Tuesday, Wednesday, and Thursday, 2:00 – 4:00 PM, and by appointment

COURSE DESCRIPTION AND OBJECTIVES

The trend to transform governance has been championed by supporters of the New Public Management (NPM) seeking to exploit private sector practices in order to enhance efficiency and accountability in the public sector. Practices associated with these reforms have generally advocated transferring work traditionally done by government employees to third parties through contracting out, load shedding, sale of state assets, vouchers, franchise agreements, deregulation, and other arrangements for transferring production of governmental goods and services into private hands. Proponents argue that privatization is one of the best approaches to counter the inefficiencies and bureaucratic pathologies associated with public sector ownership.

The purpose of this course is to give the student a theoretical and practical grounding in “contracting out.” First, the course examines the theoretical background of these concepts as a tool of policymaking. The second half of the course will consist of material related to the management of third party services. Readings, class discussions, case studies, and guest lectures will illustrate privatization practices. The student should leave the class prepared for further study on the subject of alternative mechanisms for public service delivery and an appreciation for the difficulties involved.

Key Learning Objectives.

- Develop a conception of the theoretical and practical issues involved in contract and project management.
- Develop knowledge of the important components or dimensions of New Public Management, NPR, third party governance, third party governance economics, interorganizational networks, and the legal environment of contracting out.
- Learn the state of knowledge and application of contracting out.
- Learn many important concepts and ideas relevant to contracting out, including managing and organizing service contracts, planning and awarding contracts, preparing and monitoring contracts, and many others.
- Engage in discussions and exercises to develop a sense of how to apply the topics and ideas covered in the course.

Expectations. In order to maximize participation, each student is expected to:

- Attend all classes and be on time. If you cannot attend class or are going to be late, please let me know by e-mail or phone in advance.
- Complete all assignments on time.

- Make an active contribution to the class discussion.
- Submit work of master-level quality.

COURSE REQUIREMENTS

Required Reading. Required readings for this course are contained in the following books, which have been ordered at the bookstore:

LeRoux, Kelly. 2007. *Service Contracting: A Local Government Guide*. Washington, DC: ICMA Press.

Cohen, Steven, and William Eimicke. 2008. *The Responsible Contract Manager: Protecting the Public Interest in an Outsourced World*. Georgetown Press. (paperback).

In addition, students will be required to review supplemental readings outlined in the syllabus below. The journal articles assigned for the semester can be accessed through the UTD Library website (<http://www.utdallas.edu/library>).

Class Participation. Each week, the instructor will introduce the subject scheduled for discussion, connect it to broader themes and additional topics to be covered in the course, briefly present some material, and often pose some questions for discussion. However, a major portion of class meetings is devoted to a broader discussion, analysis, and critique of the topics, approaches, and readings under review. Students have the responsibility to contribute to the scholarly interchange during this activity. Accordingly, it is expected that all participants will complete readings on schedule and be prepared regularly to comment on and assist in the analysis of the literature and issues under discussion. To ensure the development of a quality discussion, discussants will be identified in advance for selected readings. Students are expected to give a brief presentation on the article and provide outlines for the instructor and class participants. Later sections of this syllabus identify the readings for each class meeting. Additionally, case studies and handouts may be assigned to promote thinking about practical applications of course materials. The cases are narratives of actual or realistic problems that public managers face during decision-making processes. Students are expected to supply relevant analyses from the case information. The in-class discussion of the assigned cases will draw on small group discussion to develop solutions to the problems posed in the cases. Expectations for the case study exercise will be covered in a handout and discussed in a later class. Attendance and participation is expected and integral for the full learning experience. If you know you will not be able to attend, please let me know in advance via e-mail or telephone. More than two absences may affect your final grade.

Examinations. There will be a mid-term examination and a final examination (in-class, short answer and essay) covering selected topics. The examinations are designed to test the student's ability to understand and critically evaluate the reading, lecture, and discussion materials covered during the semester. The examinations will be assigned in class and are due by the end of the class period. The mid-term examination is March 10 and is weighted at approximately 30 percent of the total grade. The final examination is May 12 and is weighted at approximately 30 percent of the total grade.

Research Paper and Presentation. Students will be assigned to a group at our first meeting to investigate local efforts in “contracting out.” Each group will be expected to provide a research paper and give a 15 – 20 minute presentation of their findings on April 21 and 28. Handouts and visual aids are encouraged for distribution to the class to aid in further discussion. The nature of and expectations for the research paper will also be covered in an early seminar meeting and handout. Students are required to submit their paper proposal to the instructor no later than March 3. The research paper is due on Wednesday, April 28.

Grading. Grading for this course shall be structured as follows: 93-100=A, 90-92=A-, 87-89=B+, 83-86=B, 80-82=B-, 77-79=C+, 70-77=C, Below 70=F. Final grades will be based on:

(1) Performance on the mid-term examination.....	30%
(2) Performance on the final examination.....	30%
(3) Research Project/Presentation.....	30%
(4) Class Attendance and Participation.....	10%

Attendance is expected as part of this course. If a student must miss class, he or she is responsible for ALL material presented in class. There will be material presented in the classroom that cannot be found in the textbooks or course readings. It is your responsibility to get notes from students after an absence. The professor will not provide class notes to students. The class PowerPoint presentations, case studies, and course syllabus are available through WebCT. Note: The course syllabus may be amended at any time by the professor. If necessary, the updated syllabus will be posted on WebCT and its changes discussed in class.

Cell Phones and Pagers. Many of you have other jobs and responsibilities. However, responsibilities have a way of intruding on the learning experience, especially in this era of pagers and cell phones. My preference is that you not bring these devices to class at all. Obviously, that may not be possible, so at least make sure that they are turned off or are in “silent” or “vibrate” mode. If you really must answer a call, please leave the classroom immediately.

Late or Missed Work and Exams. Assignments are due at the start of the class session on their due date. Assignments may be submitted via email (attached file) or fax **by prior arrangement** with the instructor if the student will not be able to attend class. Make-up exams will not be given except under exceptional documented circumstances at the sole discretion of the instructor.

IMPORTANT CLASS NOTES

Student Conduct & Discipline. The University of Texas System and The University of Texas at Dallas have rules and regulations for the orderly and efficient conduct of their business. It is the responsibility of each student and each student organization to be knowledgeable about the rules and regulations which govern student conduct and activities. General information on

student conduct and discipline is contained in the UTD publication, *A to Z Guide*, which is provided to all registered students each academic year.

The University of Texas at Dallas administers student discipline within the procedures of recognized and established due process. Procedures are defined and described in the *Rules and Regulations, Board of Regents, The University of Texas System, Part 1, Chapter VI, Section 3*, and in Title V, Rules on Student Services and Activities of the university's *Handbook of Operating Procedures*. Copies of these rules and regulations are available to students in the Office of the Dean of Students, where staff members are available to assist students in interpreting the rules and regulations (SU 1.602, 972/883-6391).

A student at the university neither loses the rights nor escapes the responsibilities of citizenship. He or she is expected to obey federal, state, and local laws as well as the Regents' Rules, university regulations, and administrative rules. Students are subject to discipline for violating the standards of conduct whether such conduct takes place on or off campus, or whether civil or criminal penalties are also imposed for such conduct.

Academic Integrity. The faculty expects from its students a high level of responsibility and academic honesty. Because the value of an academic degree depends upon the absolute integrity of the work done by the student for that degree, it is imperative that a student demonstrate a high standard of individual honor in his or her scholastic work.

Scholastic dishonesty includes, but is not limited to, statements, acts or omissions related to applications for enrollment or the award of a degree, and/or the submission as one's own work or material that is not one's own. As a general rule, scholastic dishonesty involves one of the following acts: cheating, plagiarism, collusion and/or falsifying academic records. Students suspected of academic dishonesty are subject to disciplinary proceedings.

Plagiarism, especially from the web, from portions of papers for other classes, and from any other source is unacceptable and will be dealt with under the university's policy on plagiarism (see general catalog for details). This course will use the resources of turnitin.com, which searches the web for possible plagiarism and is over 90% effective.

Email Use. The University of Texas at Dallas recognizes the value and efficiency of communication between faculty/staff and students through electronic mail. At the same time, email raises some issues concerning security and the identity of each individual in an email exchange. The university encourages all official student email correspondence be sent only to a student's U.T. Dallas email address and that faculty and staff consider email from students official only if it originates from a UTD student account. This allows the university to maintain a high degree of confidence in the identity of all individual corresponding and the security of the transmitted information. UTD furnishes each student with a free email account that is to be used in all communication with university personnel. The Department of Information Resources at U.T. Dallas provides a method for students to have their U.T. Dallas mail forwarded to other accounts.

Withdrawal from Class. The administration of this institution has set deadlines for withdrawal of any college-level courses. These dates and times are published in that semester's course

catalog. Administration procedures must be followed. It is the student's responsibility to handle withdrawal requirements from any class. In other words, I cannot drop or withdraw any student. You must do the proper paperwork to ensure that you will not receive a final grade of "F" in a course if you choose not to attend the class once you are enrolled.

Student Grievance Procedures. Procedures for student grievances are found in Title V, Rules on Student Services and Activities, of the university's *Handbook of Operating Procedures*.

In attempting to resolve any student grievance regarding grades, evaluations, or other fulfillments of academic responsibility, it is the obligation of the student first to make a serious effort to resolve the matter with the instructor, supervisor, administrator, or committee with whom the grievance originates (hereafter called "the respondent"). Individual faculty members retain primary responsibility for assigning grades and evaluations. If the matter cannot be resolved at that level, the grievance must be submitted in writing to the respondent with a copy of the respondent's School Dean. If the matter is not resolved by the written response provided by the respondent, the student may submit a written appeal to the School Dean. If the grievance is not resolved by the School Dean's decision, the student may make a written appeal to the Dean of Graduate or Undergraduate Education, and the dean will appoint and convene an Academic Appeals Panel. The decision of the Academic Appeals Panel is final. The results of the academic appeals process will be distributed to all involved parties.

Copies of these rules and regulations are available to students in the Office of the Dean of Students, where staff members are available to assist students in interpreting the rules and regulations.

Incomplete Grade Policy. As per university policy, incomplete grades will be granted only for work unavoidably missed at the semester's end and only if 70% of the course work has been completed. An incomplete grade must be resolved within eight (8) weeks from the first day of the subsequent long semester. If the required work to complete the course and to remove the incomplete grade is not submitted by the specified deadline, the incomplete grade is changed automatically to a grade of **F**.

Disability Services. The goal of Disability Services is to provide students with disabilities educational opportunities equal to those of their non-disabled peers. Disability Services is located in room 1.610 in the Student Union. Office hours are Monday and Thursday, 8:30 a.m. to 6:30 p.m.; Tuesday and Wednesday, 8:30 a.m. to 7:30 p.m.; and Friday, 8:30 a.m. to 5:30 p.m.

The contact information for the Office of Disability Services is:

The University of Texas at Dallas, SU 22
PO Box 830688
Richardson, Texas 75083-0688
(972) 883-2098 (voice or TTY)

Essentially, the law requires that colleges and universities make those reasonable adjustments necessary to eliminate discrimination on the basis of disability. For example, it may be necessary to remove classroom prohibitions against tape recorders or animals (in the case of dog

guides) for students who are blind. Occasionally an assignment requirement may be substituted (for example, a research paper versus an oral presentation for a student who is hearing impaired). Classes enrolled students with mobility impairments may have to be rescheduled in accessible facilities. The college or university may need to provide special services such as registration, note-taking, or mobility assistance.

It is the student's responsibility to notify his or her professors of the need for such an accommodation. Disability Services provides students with letters to present to faculty members to verify that the student has a disability and needs accommodations. Individuals requiring special accommodation should contact the professor after class or during office hours.

Religious Holy Days. The University of Texas at Dallas will excuse a student from class or other required activities for the travel to and observance of a religious holy day for a religion whose places of worship are exempt from property tax under Section 11.20, Tax Code, Texas Code Annotated.

The student is encouraged to notify the instructor or activity sponsor as soon as possible regarding the absence, preferably in advance of the assignment. The student, so excused, will be allowed to take the exam or complete the assignment within a reasonable time after the absence: a period equal to the length of the absence, up to a maximum of one week. A student who notifies the instructor and completes any missed exam or assignment may not be penalized for the absence. A student who fails to complete the exam or assignment within the prescribed period may receive a failing grade for that exam or assignment.

If a student or an instructor disagrees about the nature of the absence [i.e., for the purpose of observing a religious holy day] or if there is similar disagreement about whether the student has been given a reasonable time to complete any missed assignments or examinations, either the student or the instructor may request a ruling from the chief executive officer of the institution, or his or her designee. The chief executive officer or designee must take into account the legislative intent of TEC 51.911(b), and the student and instructor will abide by the decision of the chief executive officer or designee.

Off-Campus Instruction and Course Activities. Off-campus, out-of-state, and foreign instruction and activities are subject to state law and University policies and procedures regarding travel and risk-related activities. Information regarding these rules and regulations may be found at the website address given below. Additional information is available from the office of the school dean. (http://www.utdallas.edu/BusinessAffairs/Travel_Risk_Activities.htm)

TOPICS AND READINGS

January 13

Class Introduction

January 20

New Public Management and the National Performance Review

- Lynn, Jr., Laurence E. 1998. "The New Public Management: How to Transform a Theme into a Legacy." *Public Administration Review*. 58(3): 231-237.
- Terry, Larry D. 1998. "Administrative Leadership, Neo-Managerialism and the Public Management Movement." *Public Administration Review*. 58(3): 194-200.
- Kettl, Donald F. 2000. "The Transformation of Governance: Globalization, Devolution, and the Role of Government." *Public Administration Review*. 60(6): 488-497.

January 27

Third Party Governance

- Moe, Ronald C. 1987. "Exploring the Limits of Privatization." *Public Administration Review*. 47(6): 453-460.
- Brown, Trevor L., Matthew Potoski, and David M. Van Slyke. 2006. "Managing Public Service Contracts: Aligning Values, Institutions, and Markets." *Public Administration Review*. 66(3): 323-331.

February 3

Economics of Third Party Governance

- Boyne, George A. 1998. "Bureaucratic Theory Meets Reality: Public Choice and Service Contracting in U.S. Local Government." *Public Administration Review*. 58(6): 474-484.
- Rhoads, Steven E. 1985. "Benefit-Cost Analysis." In Steven E. Rhoads, *The Economist's View of the World: Government, Markets, and Public Policy*. Cambridge University Press.
- Globerman, Steven, and Aidan R. Vining. 1996. "A Framework for Evaluating the Government Contracting-Out Decision with an Application to Information Technology." *Public Administration Review*. 56(6): 577-586.

February 10

Collaboration and Administrative Networks

- O'Toole, Laurence J. Jr. 1997. "Treating Networks Seriously: Practical and Research-Based Agendas in Public Administration." *Public Administration Review*. 57(1): 45-52.
- Agranoff, Robert, and Michael McGuire. 1999. "Managing in Network Settings." *Policy Studies Review*. 16(1): 18-41.
- Page, Stephen. 2004. "Measuring Accountability for Results in Interagency Collaboratives." *Public Administration Review*. 64(5): 591-606.
- Milward, H. Brinton, and Keith G. Provan. 2003. "Managing the Hollow State: Collaboration and Contracting." *Public Management Review*. 5(1): 1-18.

February 17

Outsourcing Government: Legal Issues

- Rosenbloom, David H., and Suzanne J. Piotrowski. 2005. "Outsourcing the Constitution and Administrative Law Norms." *American Review of Public Administration*. 35(2): 103-121.

- Lindquist, Stefanie A. and Michael Bitzer. 2002. "Government Contractors' Liability for Constitutional Torts." *Review of Public Personnel Administration*. 22(3): 241-245.
- Lindquist, Stefanie A. 2003. "Privatization Through Related Corporations." *Review of Public Personnel Administration*. 23(4): 323-327.

February 24

Outsourcing Government in Action

- Wallin, Bruce A. 1997. "The Need for a Privatization Process: Lessons from Development and Implementation." *Public Administration Review*. 57(1): 11-20.
- Seigel, Gilbert B. 1999. "Where Are We on Local Government Contracting?" *Public Productivity & Management Review*. 22(3): 365-388.
- Coggburn, Jerrell D. 2007. "Outsourcing Human Resources: The Case of Texas Health and Human Services Commission." *Review of Public Personnel Administration*. 27(4): 315-335.

March 3

Research Proposal Due

Lessons Learned and Future Directions

- Auger, Deborah A. 1999. "Privatization, Contracting, and the States: Lessons from State Government Experience." *Public Productivity & Management Review*. 22(4): 435-554.
- Chi, Keon S., Kelley A. Arnold, and Heather M. Perkins. 2003. "Privatization in State Government: Trends and Issues." *Spectrum: The Journal of State Government*. 76(4): 12-21.
- Agranoff, Robert, and Michael McGuire. 2001. "Big Questions in Public Network Management Research." *Journal of Public Administration Research and Theory*. 11(3): 295-326.

March 10

Mid-Term Examination

March 17

No Class – Spring Break

March 24

Basics of Contract Management

Managing and Organizing Service Contracts

- LeRoux: Chapters 1-2

Planning and the Scope of Work

- LeRoux: Chapters 3-4

The Responsible Contract Manager, Part I: The Basics

- Cohen and Eimicke: Chapters 1-4

March 31

Determining Opportunities for Outsourcing in the Public Sector

Bidding, Evaluation, and Award

Guest Speaker: TBA

- LeRoux: Chapters 5-6

The Responsible Contract Manager, Part II: When Do You Contract, When Don't You Contract, and How Do You Find the Right Contractor?

- Cohen and Eimicke: Chapters 5-6

April 7

Managing Contract Performance

Preparing and Monitoring the Contract

- LeRoux: Chapters 7-8

The Responsible Contract Manager, Part III: How Do You Manage Contractors?

- Cohen and Eimicke: Chapters 7-8

April 14

Case Studies and Conclusion

Performance Issues and Transitions

- LeRoux: Chapters 9-10

The Responsible Contract Manager, Part IV and V: Case Studies in Contracting and Conclusion

- Cohen and Eimicke: Chapters 9-12

April 21

Presentation of Research Projects

April 28

Presentation of Research Projects

Research Papers Due

May 12

Final Examination