

PUAD 502 (001)
Administration in Public and Nonprofit Organizations
Fall Semester 2004

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Purpose of the Course: PUAD 502 is the first of the eight required courses in the GMU MPA curriculum. This course provides a graduate level introduction to the field of Public Administration and its intellectual foundations. Therefore, PUAD 502 is designed as a survey course, emphasizing breadth of topical coverage rather than depth. Greater depth of coverage for many of the topics introduced in the course is provided in semester-long courses in other required and elective courses. Along with an introduction to the literature of the field and the development of a knowledge base, this course also includes an emphasis on skill development. As articulated by the MPA faculty, MPA Program goals include the development of analytic skills, writing skills, verbal skills, group skills, and presentation skills.

Course Organization, Pedagogy, and Objectives: This course is divided into topical areas, with one week devoted to examining one or more of those topics. The thematic focus of the course is centered on the relationship between the public service and the public interest. We will try to follow the calendar outlined in the syllabus as closely as possible, but, like any administrative plan, adjustments may be required by unanticipated events or circumstances.

Required readings and recommended readings are listed on the syllabus for each week and each topic. I will provide an introduction and overview of each topic at the beginning of each class period or at the end of the preceding class period. The majority of class time will be used to discuss required readings. We will attempt to identify the basic question or questions posed by the scholars we are reading, and we will attempt to identify the answers they provide to these questions. Additionally, we will examine the methodology they employ, assess the appropriateness of that methodology, and critique the quality of their answers. Most class sessions will include student presentations on readings, paper topics, and case studies. The format we will use for these presentations is provided at the back of this syllabus.

If (or when) the key concepts, theories, or research findings from the readings are not being articulated clearly or effectively during class discussion or by presenters, I may stop the class and provide a mini-lecture. My preference is to avoid extended lectures. As a graduate student, you have the opportunity to participate in the great dialogue that is social science. Your skills as a participant in that dialogue will develop more quickly if you and your classmates participate actively.

In addition to discussing the content of individual articles or book chapters, we will also spend some time attempting to develop answers to the general questions listed on the syllabus each week. In order to answer these questions, you may need to compare and contrast readings, use pieces from several readings, or develop a synthesis of those readings.

At the end of this course, you should be familiar with many of the questions that have been central to the development of academic theory and research in the field of Public Administration. You should also be able to articulate the way or ways in which scholars and practitioners have attempted to answer these questions. Finally, you should be able to assess and critique both the methods used to develop the answers and the form and quality of the answers themselves.

In addition to these knowledge outcomes, your writing, verbal, group, and presentation skills should be stronger at the end of the course than they were at the beginning. Last, but not least, you should have made a start at developing a new network of professionals that consists of other MPA students in this class, and MPA faculty, alumni, and administrators whom you have met through this class.

Course Requirements: The work for this class consists of doing the required readings for each week and preparing memos on at least three of those readings. Beyond these requirements you have some choice with respect to additional memos, short papers, and case memos. The options are outlined below.

Grades:

	Memos (2 pages)	Paper (5-8 pages)	Case Studies (5-8 pages)	Class Partic. Indiv. / Group
Option 1	3 Memos (40%)	1 Paper (20%)	1 Case Memo (20%)	15% / 5%
Options 2	3 Memos (40%)		2 Case Memos (40%)	15% / 5%
Options 3	4 Memos (60%)	Either 1 paper(20%) OR	1 Case memo (20%)	15% / 5%

Required format for Memos is provided on pages 10 and 11 of this document.

Required format for Paper is provided on page 6 of this document.

Required format for Case Memo for week 12 will be provided in class.

Required format for Case Memos for week 14 is provided on page 12 of this document.

Late submission of written work will result in a penalty of one half-grade for one day, a whole grade for 2 to 3 days, and a two-grade penalty for more than 5 days. Extraordinary circumstances can be accommodated. Please make such requests in writing at the earliest possible date.

Required Reading Materials:

The following are available for purchase at the University Book Store:

1. Fesler and Kettl, *The Politics of the Administrative Process*
2. Riccucci, *Unsung Heroes: Federal Execucrats Making a Difference*
3. Holzer: *Public Service: Callings, Commitments, and Contributions*
4. Riordan, *Plunkitt of Tammany Hall*
5. Readings Packet

Copies of all required reading materials not found in these books or in the readings packet are available at the Reserve Reading Room in the Johnson Center. At least one copy of most recommended readings not found in material for purchase is also on reserve.

I. INTRODUCTION AND OVERVIEW

1. The Public Administrator's Workplace, The Stories Managers Tell, and University Classroom Education and Training: Connected or Disconnected?

(Aug. 30)

Required Reading:

Hummel, "Stories Managers Tell: Why They Are As Valid as Science" (packet)

Conant, "The Manager's View of Management Education and Training" (packet)

Fesler and Kettl, Chapters 1 & 2.

Recommended Reading:

Katz, "Management Skills" (library reserve)

Mintzberg, *Managers Not MBAs*

Conant and Housel, "CPM and the MPA: Competitors or Complements in Public Service Education?" (library reserve)

Conant, "The Certified Public Manager Program: A Cross-State Study (library reserve)

Conant, "Management Education and Training in the States: The Fiscal, Administrative, and Political Dimension of Policy Options"

****Practice Memo Due (format requirements provided at the end of the syllabus)**

Class discussion will focus on the questions the scholars are asking and attempting to answer in the required readings for the week. Write a memo on one of the four required readings.

Additional Questions for Discussion:

What knowledge/skills do managers need to function effectively? Are managers' stories merely anecdotes or do they have real value for prospective and current members of public and nonprofit organizations? What value do public manager's assign to management education and training?

What value do public managers assign to the MPA?

What is the nonprofit manager's view of management education and training? What is the private manager's view of management education and training?

2. Labor Day- no class meeting

(Sept. 6)

II. CONSTITUTIONAL, INSTITUTIONAL, AND POLITICAL CONTEXT

3. The Executive Branch: Presidential Management and Legislative Oversight

(Sept. 13)

Required Reading:

Fesler and Kettl, Chapters 5, 6, & 12

Recommended Reading:

Cronin, "A Cabinet of Unequals" (library reserve)

Questions: How is the executive branch of the national government organized? What is the significance of this structural arrangement for executive and legislative control of administration?

4. Administration in the American Constitutional, Legal, and Political System (Sept. 20)

Required Reading:

The U.S. Constitution (packet)

James Madison #10 & # 51, *The Federalist Papers*, (web, best version is Yale Law School Avalon Project)

The Aviation and Transportation Security Act (library reserve)

Fesler and Kettl, Chapt. 13

Recommended Reading:

James Q. Wilson, *American Government*

Hamilton, #1; Jay #2, Madison #37, *The Federalist Papers*

Schattschneider, *The Semi-Sovereign People*

Edelman, "Symbols and Political Quiescence"

Questions for Discussion:

What was the Constitutional framers' view of human nature? What role did this view play in the design of the design of our governmental system and in way power was distributed within it?

What significance do this view of human nature and the design of our governmental system have for public administrators? What are the principal types of law? Who participates in the development of these laws and who participates in their implementation?

III. THE PUBLIC INTEREST AND CLASSICAL ADMINISTRATIVE THEORY

5. Machine Style Politics, The Progressive Era, Public Service and the Public Interest (Sept. 27)

Required Reading:

Riordan, *Plunkitt of Tammany Hall*

Holzer, "Introduction" (Holzer)

Gawthrop, "Images of the Common Good" (Holzer)

Elazar, Chapter 4, *American Federalism: A View from the States* (packet)

Elmer Stats, "Public Service and the Public Interest" (Holzer)

Recommended Reading:

Downs, "The Life Cycle of Bureaus" (reserve)

Sunstein, *The Second Bill of Rights: FDR's Unfinished Revolution and Why We Need It More Than Ever*

Questions:

What is the relationship between machine style politics, civil service reform, the Progressive Era and the public interest? Scholar Louis Gawthrop contends that Dorothea Lang and other employees of the Resettlement Administration provided images of the common good during the Great Depression. What were those images? In what way or ways do public agencies and public administrators live in a "Hobbesian" world?

Is the public interest or the common good part of our politics, policy decision-making, and administration today? How has our conception of the public service evolved and changed over time, and what factors have been driving these changes?

6. The Development of Classical Theory and Alternative Models

(Oct. 4)

Required Reading:

Wilson, "A Science of Administration," (packet)

Gulick, "Notes on A Theory of Organization," (packet)

Rosenblom, "Administrative Theory and the Separation of Powers," (packet)

Norton Long, "Power and Administration," (packet)

Questions: Why did Woodrow Wilson believe that a search for the principles of administration ought to be the focus of a new field of study called Public Administration? In what way or ways is classical administrative theory tied to the Progressive Era? What are the principles of public administration? What are the primary alternatives to classical theory and what are the implications of those alternative theories for the practice of public administration?

7. Applications of Classical Theory in National, State, & Local Governments

(Tuesday, Oct. 12)

Required Reading:

Administrative Management in the Government of the United States(Brownlow Committee Report), (library reserve)

Conant, "Reorganization and the Bottom Line," (packet)

Conant, "In the Shadow of Wilson and Brownlow: Executive Branch Reorganization in the States, 1965-1987," (packet)

Recommended Reading:

Conant, "Executive Branch Reorganization: Can It Be An Antidote for Fiscal Stress in the States?" (library reserve)

Nathan, "The Administrative Presidency" (library reserve)

The Homeland Security Act of 2002

Questions: Why is the Brownlow Report considered by some scholars to be the third most important document (after the Declaration of Independence and the Constitution) in our political history? Why might state (and national or local) legislators support or oppose a comprehensive reorganization of the executive branch? What do state reorganization efforts tell us about the relationship between administrative theory and administrative practice? Was administrative theory or partisan politics the driving force behind the establishment of the Department of Homeland Security? What administrative problem (per Gulick) was this massive reorganization of the national government's executive branch designed to solve?

IV. ADMINISTRATION IN AN INTERGOVERNMENTAL CONTEXT AND IN LOCAL GOVERNMENT

8. Administration in Local Government and in An Intergovernmental Context

(Oct. 18)

Required Reading:

Prince William County Web Site (Look for information about the county's governance structure, the number and types of executive branch organizations, sources of county revenue, and uses of revenue.

Fesler and Kettl, pp. 294-301.

Deil Wright, "Federalism, Intergovernmental Relations, and Intergovernmental Management: Historical Reflections and Conceptual Comparisons" (library reserve)

Recommended Reading:

Jurkiewicz and Massey, "What Municipal Employees Want from Their Jobs Versus What They Are Getting" (Holzer)

Baker, "Government in the Twilight Zone: Motivations of Volunteers to Small City Boards and Commissions" (Holzer)

Elazar, *American Federalism: A View from the States*, 2nd ed.

Big Question : In what ways are local government administrators and public servants affected by the federal and intergovernmental context in which they work?

Basic Questions: In what ways is the institutional structure of local government (branches of government) similar to or different from the structure at the national level? How is the executive branch of government of Prince William County organized? What are the sources of the county's revenues and what are the principal uses of those revenue?

Value Added Questions: What do the local government administrators who are GMU MPA alumni say about the "value" of their degree? (Do they offer their views on whether the knowledge and skills they gained in the program have been useful in their current jobs? Has the degree helped them in terms of career advancement?)

Paper Assignment: The title of this paper is: Administration in Prince William County and in an Intergovernmental Context. Write an introduction that defines the purpose of the paper, answer the Basic Questions, then proceed to answer the Big Question and Value Added Questions.

V. EXECUTIVE BRANCH INSTITUTIONS AND PROCESSES

9. The Professions in Government and The University/Public Service Linkage

(Oct. 25)

Required Reading:

Mosher, "The Professional State" (packet)

Conant, "Universities and the Future of the Public Service" (Holzer)

Chetkovich "What's in a Sector: The Changing Career Preferences of College Students" (packet)

Neuse, "The Public Service Ethic and the Professions in State Government" (Holzer)

Perry, "Antecedents of Public Service Motivation" (Holzer)

Recommended Reading:

Conant, "Enrollment Trends in Schools of Public Administration and Affairs" (library reserve)

Frederickson and Hart, "The Public Service and the Patriotism of Benevolence" (Holzer)

The National Commission on the Public Service (Volcker Commission), *Rebuilding the Public Service* (library reserve)

The National Commission on State and Local Public Service (Winter Commission) *Hard Truths/Tough Choices: An Agenda for State and Local Reform* (library reserve)

Key Question: What is the relationship between universities and the public service?

Other Questions: What factors contribute to the health and vitality of the university/public service relationship? Do we have a professional state? Do professionals in the public service have a public service ethic?

****Paper Due:** Administration in Prince William County and in an Intergovernmental Context

10. SES, Civil Service, and Human Resource Management

(Nov. 1)

Required Reading:

Fesler and Kettl, Chaps. 7 & 8

Pfiffner and Brook, "Government Legitimacy and the Role of the Civil Service" (packet)

Recommended Reading:

The National Commission on the Public Service (Volcker Commission), *Rebuilding the Public Service* (library reserve)

The National Commission on State and Local Public Service (Winter Commission) *Hard Truths/Tough Choices: An Agenda for State and Local Reform* (library reserve)

Thompson, *Revitalizing State and Local Public Service* (library reserve)

Conant and Dresang, "Retaining and Recruiting Career Professionals," (library reserve and in Thompson, *Revitalizing State and Local Public Service*)

Ban, "The Crisis of Morale and Federal Senior Executives" (Holzer)

Lewis, "Turnover and the Quiet Crisis in the Federal Civil Service" (Holzer)

Crewson, "Are the Best and Brightest Fleeing Public Sector Employment?" (Holzer)

Key Question: How is human resource management structured within the national government and what processes are used to hire, train, evaluate, retain, and promote public administrators and public servants? What is the relationship between government legitimacy and the civil service?

Other Questions: Why did The National Commission on the Public Service (Volcker Commission) take the position that the national government was a troubled institution? Did the National Commission on State and Local Public Service (Winter Commission) draw a similar conclusion about American subnational governments? Is the Volcker Commission's claim outdated or is there still reason for concern?

11. Budgets, Budgeting, and Budget Deficits: State and National Governments

(Nov. 8)

Required Reading:

Conant, "Introduction: State Budget Deficits, The Boom and Bust Cycle, Again! (packet)

Conant, "Wisconsin's Budget Deficit: Size, Causes, Remedies, Consequences" (packet)

Lauth, "Budgeting During a Recession Phase of the Business Cycle: The Georgia Experience" (packet)

Conant, "Budgeting in Virginia: Expenditure Increases, Tax Cuts, and Deficits" (packet)

Recommended:

Fesler and Kettl, Chapt. 10
Conant, "Budgeting in the States" (library reserve)
Kettl, *Deficit Politics*
GAO, "The Budget Deficit" (Nov. 1988) (library reserve)

Questions: In what ways are state and national budgeting similar? In what ways are they different? Are the causes of the current record national deficits similar to the causes of projected deficits in the states in FY 2002, etc.?

12. Politics, Policy, Agency Values, Governmental/Administrative Decision-making, and Administrative Ethics (Nov. 15)

Required Reading:

Riccuci, Chapt. 2, "William Black Tackles the Savings and Loan Debacle"

Recommended Reading:

Miles, "The Origin and Meaning of Miles' Law" (library reserve)
Lindblom, "The Science of Muddling Through" (library reserve)
Fesler and Kettl, Chaps. 9 & 10

Recommended Reading:

Lindblom, "The Intelligence of Democracy" *PAR*
Lindblom, "Still Muddling, Not Yet Through" *PAR*
Braybrook and Lindblom, *A Strategy of Decision*
Allison, "Conceptual Models and the Cuban Missile Crisis," in Altshuler and Thomas
Thompson, *Without Sympathy or Enthusiasm*

Key Questions: What illegal and unethical behavior on the part of private sector executives led to the savings and loan debacle? How did the decisions of elected and appointed officials set the stage for the scandal? What were the costs of the scandal for the national government (and its taxpayers) and for individual citizens? Is courage an essential ingredient for an administrator? What constitutes ethical behavior for an administrator: following the orders of a president, members of his administration, members of congress, and their surrogates or exposing corruption?

Other Questions: Do executive branch agencies "represent" different values and different constituencies in the policy-making process? How do individual administrators and public agencies make decisions? How should individual administrators and agencies make decisions? What role does program evaluation play in policy and budget decision-making?

13. Public Service and Third Party Government: (Nov. 22)

Required Reading:

Allison, "Public and Private Management: Are They Fundamentally Alike in All Unimportant Respects?" (library reserve)
Fesler and Kettl, pp. 302-314
Salamon, "Third Party Governance" (library reserve)
Salamon, "Scope and Structure: 'The Anatomy of America's Nonprofit Sector'" (library reserve)

Recommended Reading:

Riccucci: Chapt. 5

Steel and Warner, "Job Satisfaction Among Early Labor Force Participants: Unexpected Outcomes in Public and Private Sector Comparisons" (Holzer)

Romzek, "The Effects of Public Service Recognition, Job Security, and Staff Reductions on Organizational Involvement" (Holzer)

Eikenberry and Kluver, "The Marketization of the Nonprofit Sector: Civil Society at Risk?" *Public Administration Review*, 2004

Kidder, *Mountains Beyond Mountains: The Quest of Dr. Paul Farmer, A Man Who Would Cure the World*

Key Questions: Are public and private management basically similar or different? Are public and nonprofit management basically similar or different? Are nonprofit and private management basically similar or different? How has the relationship between the sectors (public, nonprofit and private) changed over the past 25 years? What definition should we use for "public service"?

14. American Public Administration in a Political/International Setting

(Nov. 29)

Required Reading: Riccucci, Chaps. 3, 4, 6, and 7.

****Group Presentations**

Key Questions: In what way(s) can nonprofit organizations serve as a "resource" for an embattled public administrator? In what way(s) are nonprofit organizations dependent on the values, policy positions, and actions of presidential administrations and public administrators? In what way(s) has American public administration become an exercise in international administration? Has nonprofit management become an exercise in international management? If so, what does this mean for Public Administration education?

15. Public Service and Public Administration in a Post-Progressive and Post-9/11 Era

(Dec. 6)

Required Reading:

Brown, "The Legitimacy Crisis And The New Progressivism" (Holzer)

Brewer and Selden, "Whistle Blowers in the Federal Civil Service: New Evidence of the Public Service Ethic" (Holzer)

Ingraham and Rosenblom, "Political Foundations of the American Federal Service: Rebuilding a Crumbling Base" (Holzer)

Recommended Reading:

Cleveland, *Nobody in Charge: Essays on the Future of Leadership*

Peters, "The Public Service, The Changing State, and Governance" (library reserve)

Key Question: What are the future prospects for the civil service and the public service in a post-Progressive and post-9/11 era?

FORMAT FOR CLASS PRESENTATIONS and MEMOS

Memos are 2 pages in length with 1" margins; use 12 point type, Times font, and single space within each section identified below.

Class Presentations from memos will be 10 to 12 minutes.

Presenter's Name (and Group); Date of Presentation

Bibliographic Data: Author's name, title of article or book chapter, journal or book, date article or chapter was originally published, etc.

I. QUESTIONS

A. What questions is the author attempting to answer?

1. Question #1 (Do you expect a normative, empirical, or conceptual answer?)
(The nature of the answer we expect is largely defined by the way the question is posed. If the author seems to be posing a question that explicitly or implicitly asks what *should* be or what *ought* to be, we would expect a normative answer. If the question can be answered with facts or data, we might expect the author to provide an empirical answer. If the author seems to be asking a question that is most likely to be answered with ideas or concepts, rather than facts or should statements, we expect a conceptual answer.)
2. Question #2 (expect normative, empirical, or conceptual answer?)
3. Question #3 (expect normative, empirical, or conceptual answer?)

B. Does the author explain the significance of the question(s) he/she is attempting to answer? (Why is it important to have an answer to the question?)

II. BIBLIOGRAPHIC SOURCES, DATA, AND METHODOLOGY

A. Have other scholars/ practitioners attempted to answer these questions?

1. What scholars or practitioners have previously attempted to answer the questions your author(s) is investigating?
 - a. Does the author explicitly identify these scholars/practitioners in the text of the article, or are they identified exclusively in footnotes?
 - b. Does the author tell the reader what answers these scholars/practitioners provided to these questions?

B. What mean or means (methodology) does the author employ to investigate the research questions? What information, evidence, or data is collected to answer the research questions and what are the sources for that evidence?

1. Is the author's work constructed on the basis of personal observation, interviews, newspaper reports, government documents, survey data, Census Data, etc.?
2. If evidence is provided or data is used, what is the quality of the evidence or data?
 3. Is the evidence or data analyzed? If so, by what method is it analyzed?
4. If data is not used to answer the question, what mean or means does the author employ to answer the questions?

III. ANSWERS

A. What are the answers the author provides to the research questions?

1. Answer to Question #1
2. Answer to Question #2
3. Answer to Question #3

IV. EVALUATION/CRITIQUE

A. What type (normative, conceptual, empirical) of answer does the author provide to the questions, and how does the type of answer compare to what you expected?

B. What is the quality of the answer(s)?

1. Are the answers clear and understandable?
2. Does the research design/methodology seem appropriate to the type of question the author wants to answer?
3. Are you persuaded that the author has good answers to the questions?
 - a. How might other scholars who have done work on these questions respond to the answers provided by this author (favorably or not)?
 - b. If you have reservations about the quality of the answers, what do you think could be/should be changed in the author's study to improve the quality of the answers?

Format for Final Case Memo: Unsung Heroes of the Public Service

1. Identification:
Main actor
Setting: Department/agency; main actors title/location within the agency
Date of case study activities
2. Biosketch of Main Actor:
Education/degrees
Work Experience
Management/administrative education, training, and experience
3. Main Actor's Perception of tasks, responsibilities, needs, objectives
4. Constraints faced by main actor
5. Resources available to main actor
6. Results achieved
7. Lessons about administrative management in the national government and the international arena:
 - a. Think about the results achieved. Do they seem remarkable?
 - b. Think about the theories, concepts, articles and book chapters you have read to date. Pick two or three that seem appropriate or relevant to this case.
 - c. Consider the implications of this case for public administration education: how much of what you need to know have you learned/encountered in readings and classroom discussion?
 - d. Consider the extent to which the case study might differ if the main actor was working in a nonprofit organization.

****Class Group Presentations:** 20 minutes, five minutes for questions

****Optional Case Memo:** cover page with title and names of group members, 5-7 pages, double spaced, 12-point type, footnotes or endnotes, page numbers at bottom of page