

**PUAD 502 (002)**  
**Introduction to Administration in Public and Nonprofit Organizations**  
Spring Semester 2005

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**Purpose of the Course:** This course serves as a graduate level introduction to the field of Public Administration and its intellectual foundations. Over the past decade or two, the study of nonprofit administration has become an increasingly important part of the study of Public Administration, and that is particularly true for the MPA program at George Mason University. PUAD 502 is the first of eight required courses for MPA students, but graduate students in other programs, such as Environmental Science and Policy, will also benefit by taking the course. Specifically, this course provides an overview of the roles that public, nonprofit, and private organizations and their administrators play in the development and implementation of public policy, particularly in the areas of environmental policy, health policy, tax policy, expenditure policy, and the management of financial institutions.

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 other semester-long MPA courses. In addition to providing an introduction to the literature in the field of Public Administration, the course is designed to help students build key skills associated with success in graduate programs and in the workplace. The key skill areas, as articulated by the MPA faculty, include analytic skills, writing skills, verbal skills, group skills, and presentation skills.

**Course Organization, Pedagogy, and Objectives:** This course is divided into six topical areas, with at least one week devoted to each of these topics. The thematic focus of the course is centered on the relationship between the public service and the public interest, the relationships between the public, nonprofit, and private sectors, and the ways in which administration in the three sectors is similar and different. 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 compare and contrast readings, and, from time to time, we will attempt to synthesize class 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 professional contacts that consist of other MPA students in this class, and MPA faculty, alumni, and administrators whom you have met through this class.

**Course Requirements and Grades:** Class members should be prepared to discuss the required readings for each class. To facilitate the reading and discussion of the readings for the first four weeks of this course, a list of the principal topics to be discussed during each class period is provided on the syllabus.

The written work for this course includes several short quizzes on required readings and material presented in class, a memo on a required reading and a class presentation of that memo, a memo on administration in local government and in an intergovernmental context, a memo on a budget case study, and a memo on a case from *Unsung Heroes of the Public Service* (Ricucci). Grades are based on the point system outlined below (100 point total). Class members may select any one of the four options outlined in the table presented on page 3. Option #4 will be explained in class.

	Quiz Scores (3)	Memo on readings (2 pages)	Memo on Localgovt. (2 pages)	Budget Memo (3pages)	Riccucci CaseMemo (5-7pgs.)	Class Disc.	Final Exam
Option #1	15%	15 %	15%	20%	25%	10%	
Option #2	15%	15%	15%		25%	10%	20%
Option #3	15%	15%	15%	20%		10%	25%
Option #4	(15%)	(15%)	15%	20%	25%	10%	30%

The required format to be used for writing the first three memos is provided on pages 10 and 11 of this document. The required format for Riccucci case memo is provided on page 12.

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. No memos or case study memos will be accepted after the last day of class. Incompletes are discouraged but will be given for extraordinary circumstances, such as an extended illness during the semester. Requests for incompletes must be made in writing and with proper documentation.

Class members are expected to follow the Honor Code of George Mason University.

### **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. Readings Packet

Copies of all required reading materials not found in these books or in the readings packet are available on the library's e-reserve system or in paper form at the Reserve Reading Room in the Johnson Center. Instructions for using the e-reserve system will be provided in class. Copies of recommended readings not found in material for purchase may also be found on e-reserve or as paper reserve.

## **I. INTRODUCTION AND OVERVIEW: THE PUBLIC SERVICE AND THE PUBLIC INTEREST**

### **1. Public Service, the Public Interest, Management Education and Training, and the Value of Administrative Experience**

(Jan. 24)

#### Required Readings:

Wilson, "A Science of Administration" (packet)

Gawthrop, "Images of the Common Good," in Holzer, ed.

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

#### Recommended Reading:

Hummel, "The Stories Managers Tell: Why They Are As Valid As Science" (e-reserve)

Katz, "Skills of an Effective Administrator" (e-reserve)

Stats, "Public Service and the Public Interest," in Holzer, ed.

Fesler and Kettl, Chapt. 1

#### Topics:

- a. The study of politics (ancient and modern); political science, and public administration
- b. The pre-Progressive Era: government corruption and the need to separate politics, policy, and administration; the need for civil service reform and for improvement in government organization and method; making public administration "business-like"
- c. The Great Depression: the Roosevelt Administration, the birth and death of a public agency (the Resettlement Administration), public service, public servants, Dorothea Lang and images of the common good (public interest)
- d. Management experience and management education and training
- e. Management knowledge and skills
- f. the workplace, the stories managers tell, and the academic classroom

## **II. POLITICS, POLICY, AND ADMINISTRATION IN THE AMERICAN GOVERNMENT SYSTEM**

### **2. The U.S. Constitution, the American Governmental System, and Democratic Theory**

(Jan. 31)

#### Required Reading:

U.S. Constitution (packet)

Hinkley, "Introduction: The Problem of Government" (e-reserve)

Dahl, "Democratization and Public Opposition" (e-reserve)

#### Recommended Reading:

Hinkley, *Outline of American Government*

Dahl, *Polyarchy: Participation and Opposition* (library reserve)

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

Topics:

- a. Types of Governmental Systems (Classical and Modern Classifications)
- b. The U.S. Constitution
- c. The central problem for the framers of the U.S. Constitution
- d. The solution(s) to the problem
- e. Democratic theory, democracy, and other types of regimes
- f. Movement toward and away from democratic forms
- g. Administration in democratic and non-democratic systems

**3. The Economic, Social, Cultural, and Political Setting of the American Governmental and Administrative System**

(Feb. 7)

Required Readings:

Dolbeare and Edelman, "The American Political Economy"(e-reserve)  
Dolbeare and Edelman, "U.S. Economic Problems and Policies"(e-reserve)  
Dolbeare and Edelman, "Income Distribution, Inequality, Poverty and Welfare (e-reserve)

Recommended Reading:

Dolbeare and Edelman," *American Politics*, 4<sup>th</sup> ed., "Politics and Political Symbols" (library reserve)  
Dye, *Understanding Public Policy*, 9<sup>th</sup> ed., "Models of Politics" (library reserve)  
Schattschneider, *The Semi-Sovereign People*  
Elazar, Chapter 4, *American Federalism: A View from the States* (e-reserve)

Topics:

- a. Theories and models of politics, economics, society, and culture
- b. The private economy: structure and institutions
- c. Government and the private economy
- d. Economic problems and government policy
- e. Society and culture
- f. Models of politics and public policy-making

**4. Scope, Structure, and Function of The Public and Nonprofit Sectors**

(Feb. 14)

Required Readings:

Fesler and Kettl, Chaps. 2 & 5  
Salamon, "Scope and Structure: The Anatomy of America's Nonprofit Sector," in Ott, ed. (e-reserve)

Recommended Reading:

Cronin, “A Cabinet of Unequals” (e-reserve)

Ott, ed., *The Nature of the Nonprofit Sector* (reserve)

Salamon, “What Is the Nonprofit Sector and Why Do We Have It?” in Ott, ed. (e-reserve)

Weisbrod, “The Future of the Nonprofit Sector: Its Entwining with Private Enterprise and Government” in Ott, ed.

Topics:

- a. Scope and structure of the public sector
- b. Scope and structure of the nonprofit sector
- c. Relationships between the public, nonprofit, and private sectors

### **III. ADMINISTRATION IN A FEDERAL AND INTERGOVERNMENTAL SYSTEM**

#### **5. Administration in Local Government & in an Intergovernmental Context**

(Feb. 21—no class meeting)

This class time will be used for a special evening class session to be held at Fairfax County Government Center. Date and time will be announced in class.

Required Reading:

Fesler and Kettl, pp. 294-301

Wright, “Federalism, Intergovernmental Relations, and Intergovernmental Management: Historical Reflections and Conceptual Comparisons” (e-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*, 2<sup>nd</sup> ed.

### **IV. EXECUTIVE BRANCH ORGANIZATION, OPERATION, OVERSIGHT, AND “REFORM”**

#### **6. Executive Branch Organization, Operation, and Oversight**

(Feb. 28)

Required Reading:

Fesler and Kettl, Chaps. 6, 12, and 13

Held, “Decision Making in the Federal Government: The Wallace Sayre Model” (e-reserve)

The Aviation and Transportation Security Act (e-reserve)

## **7. Improving Executive Branch Organization, Method, and Management: Classical Administrative Theory and Its Application**

(Mar. 7)

### Required Reading:

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

*Administrative Management in the Government of the United States* (Brownlow Committee Report) (e-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:

Nathan, "The Administrative Presidency," in Frederick S. Lane, *Current Issues in Public Administration*, 2<sup>nd</sup> ed.

The Homeland Security Act of 2002 (e-reserve)

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

## **8. Spring Break**

(Mar. 14)

## **9. Executive Branch Operation: Human Resource Systems**

(Mar. 21)

### Required Reading:

Fesler and Kettl, Chaps. 7 & 8

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

## **10. Universities, Professions, Public Service, and Executive Branch Operation**

(Mar. 28)

### 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)

Brown, "The Legitimacy Crisis and the New Progressivism" (Holzer)

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

### Recommended Reading:

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

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* (e-reserve)

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

**11. Executive Branch Operation: Policy and Administrative Decision-making, Budgets, Budgetary Processes, and Budgetary Decision-making**  
(Apr. 4)

Required Reading:

Lindblom, “The Science of Muddling Through” (e-reserve)  
Conant, “Budget-making in the States” (packet)  
Conant, “Introduction: State Budget Deficits, The Boom and Bust Cycle, Again! (packet)  
Fesler and Kettl, Chapt. 10

Recommended:

Fesler and Kettl, Chapt. 9  
Wildavsky, *The Politics of the Budgetary Process*  
Conlan, “Solving the Riddle of Tax Reform: Party Competition and the Politics of Ideas” (e-reserve)

**12. Executive Branch Operation: Budgets, Tax and Expenditure Policy, Economic Cycles, and Budget Deficits**  
(Apr. 11)

Required Reading:

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 Reading:

Kettl, *Deficit Politics*  
GAO, “The Budget Deficit” (Nov. 1988) (library reserve)  
Ippilito, *The Budget and National Politics*  
Heilbroner and Thurow, “Understanding Government Spending and Taxing” in Lane, *Current Issues in Public Administration*, 2<sup>nd</sup>. Ed.  
Schultz, “The Public Use of Private Interest” in Lane, 2<sup>nd</sup> ed.

**V. COMPARING PUBLIC, PRIVATE, AND NONPROFIT MANAGEMENT**

**13. Management Tasks, Responsibilities, Constraints, and Opportunities**  
(Apr. 18)

Required Reading:

Allison, “Are Public and Private Management Fundamentally Alike in All Unimportant Respects? (e-reserve)

Toepler and Anheier, "Organizational Theory and Nonprofit Management: An Overview" (e-reserve)

## **VI. CASE STUDIES**

### **14. Health Care for Women, Infants, and Children; Aids Prevention and Treatment in the U.S. and in an International Setting**

(Apr. 25)

#### Required Reading:

"Dr. Vince Hutchins: A Voice for Mothers and Children" (Ricucci)

"Dr. Helene Gayle: A Global Warrior in the Fight Against Aids" (Ricucci)

### **15. The Regulation of Financial Institutions; Environmental Policy in the U.S. and in an International Setting**

(May 2)

#### Required Reading:

"William Black Tackles the Savings and Loan Debacle" (Ricucci)

"Eileen Claussen and the Montreal Protocol" (Ricucci)

### **Final Exam**

(May 9)

## 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 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 (5 points)

### 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?)
4. Question #4 (expect normative, empirical, or conceptual answer?)
5. Question #5 (expect normative, empirical, or conceptual answer?)

### B. Why is it important to have an answer to the question(s) the author is asking?

1. Does the author explain the significance of the question(s) he/she is attempting to answer?

## II. BIBLIOGRAPHIC SOURCES, DATA, AND METHODOLOGY (3 points)

### 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 (5 points)**

#### **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
4. Answer to Question #4
5. Answer to Question #5

### **IV. EVALUATION/CRITIQUE (2 points)**

#### **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?

### **Riccucci (*Unsung Heroes*) Case Memo or Paper (25 points)**

**Format:** cover page with title and name; 5-7 pages, double spaced, 12-point type, footnotes or endnotes, page numbers at bottom of page

#### **Topics/Structure for Case Memo or Paper:**

1. Identification: (2 points)
  - Main actor
  - Setting: Department/agency; main actors title/location within the agency
  - Date of case study activities
2. Biosketch of Main Actor: (3 points)
  - Education/degrees
  - Work Experience (identify main types and location of work experience, support with specifics as appropriate)
  - Management/administrative education, training, and experience
3. Main Actor's Perception of tasks, responsibilities, needs, objectives (3 points)
4. Constraints faced by main actor (3 points)
5. Resources available to main actor (3 points)
6. Results achieved (3 points)
7. Lessons about administrative management in the national government and the international arena: (8 points)
  - 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.

**Note:** You may complete this assignment in memo form, using the numbers and headings identified above. If you prefer a more traditional essay form for the paper, you can begin with a brief introductory paragraph and use (and center) the main headings (without numbers) listed above. You need not provide subheadings for numbers 1, 2, 3, or 7 above if you are writing in essay form. Whatever form you use, please note that section #7 counts for approximately 33% of the grade for the paper.

**\*\*Optional Class Presentations:** 15 minutes, 15 minutes for questions

