

Department of Public and International Affairs
George Mason University
PUAD 502 Administration in Public and Nonprofit Organizations
Fall Semester 2007

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Purpose of the Course: PUAD 502 is the first of the eight required courses in the GMU MPA curriculum, and it is a required course or an elective in several other masters degree programs at GMU, including Environmental Science and Engineering. 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, with emphasis placed on breadth of topical coverage rather than depth. Greater depth of coverage for many of the topics introduced in the course is provided in other required and elective MPA courses. Along with knowledge development, skill development is also emphasized in this course. These skills, as articulated by the MPA faculty, include writing skills, verbal skills, analytic skills, group skills, and presentation skills.

Course Organization, Pedagogy, and Objectives: This course is divided into topical areas, with one week devoted to each topic. 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 are listed on the syllabus for each week and each topic. I will provide an introduction and overview of each topic, and I may provide mini-lectures during each class session. The majority of class time, however, will be used to discuss required readings. 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 participate actively in class discussion. I will use a variety of techniques to ensure that opportunities to participate are evenly distributed over the course of the semester.

At the end of this course, you should be familiar with and able to comfortably employ many of the key terms and concepts used in the field of Public Administration, as well as some of the principal models and theories of the field. In addition to these knowledge outcomes, your writing, verbal, and presentation skills should be stronger at the end of the course than they were at the beginning. Last, but not least, you will have made a start at developing a new network of professionals that consists of other MPA students in this class, students from other masters degree programs, and MPA faculty, alumni, and administrators whom you will have met through this class.

Course Requirements and Grades: The work for this class consists of the readings for each week, a paper on local government and intergovernmental relations, a case study, and a final exam. All written products will be graded on a "blind" basis. Instructions for the papers and case studies are included with this syllabus.

All written work must be turned in at the beginning of class. Once a paper is submitted, it cannot be withdrawn. Late submission of a paper will result in a penalty of one grade for one day; a two-grade penalty will be applied for a late submission of 3 days.

The GMU Writing Center is a good resource for graduate students who want to improve their writing skills. The writing center is located in A114 Robinson Hall. Another good resource to help you improve your writing skills is *Elements of Style*, by Strunk and White. The price of this book at the GMU bookstore is \$9.95.

Course Grades:

Class Discussion	Paper: Local Govt. and Intergovt. Rel.	Mid-Exam (in class)	Final Exam: in class & take home
20%	20%	20%	40%

Course Grade Scale:

A+ = 100-98	B+ = 89-88	C = 79-70
A = 97-92	B = 87-82	F = < 70
A- = 91-90	B- = 81-80	

Late Papers: All written assignments must be submitted at the beginning of the class period on which they are due. A one-grade penalty will be applied for a paper that is one to three days late; a two-grade penalty will be applied for three to seven days.

Incompletes for the course are discouraged, but extraordinary circumstances can be accommodated. Requests for an incomplete must be submitted in writing at the earliest possible date. **Honor Code:** The George Mason Honor Code is the code by which we operate. The core presumption of the code is that all written work is your own work. Proper citation of material taken from other published work is required.

Required Reading Materials available for purchase at the University Book Store:

1. Milakovich and Gordon, *Public Administration in America*
2. Riccucci, *Unsung Heroes: Federal Execucrats Making a Difference*
3. Readings Packet

Copies of all required reading materials not found in two books identified above or in the readings packet can be found on e-reserve. Go to the GMU library's home page for access to the reserve readings. I will send a password for the readings to you in an email.

Note: I am using a number of my published articles as required readings in this course. I do not receive any remuneration for the use of these articles.

Weekly Topics and Assignments

<p>1. Introduction: Politics, Policy, and Administration (Aug. 27)</p> <p>Politics</p> <p>Policy (Statutory Law)</p> <p>Models of the policy-making process</p> <p>Executive Branch Agencies: Birth, Growth, and Aging; Organizational Variables Environmental Variables</p> <p>Executive Branch Structure in the national government and in state governments</p>	<p>Class Handout</p> <p><i>The National Environmental Policy Act of 1969</i>, as amended (packet)</p> <p>"The Unhealthy Environment," C. Q. Inc., <i>Environment and Health</i>, 1981 (packet)</p> <p>Conant, "The Changing Face of the N.J. D.E.P." (packet)</p> <p>Milakovich & Gordon, Chapt. 1</p>
<p>2. American Democracy and Public Administration (Sept. 10)</p> <p>Democratic Theory and the U. S. Constitution</p> <p>Corruption in American governments Cleaning up corruption Making public administration effective, efficient, and economical</p> <p>Political and Administrative Values</p>	<p>Hinkely, "Introduction: The Problem of Government" (packet)</p> <p>U. S. Constitution (packet)</p> <p>Woodrow Wilson, "The Study of Administration" (packet)</p> <p>Milakovich & Gordon, Chapt. 2, pp. 50-78</p>
<p>3. Pursuing a "Science of Administration" (Sept. 17)</p> <p>Front-line employees and organizational production; management's role</p> <p>Organizational structure Work division and work coordination Functions of the Executive</p>	<p>Taylor, "Scientific Management" (packet)</p> <p>Gulick, "Notes on a Theory of Organization" (packet)</p> <p>Milakovich & Gordon, Chapt. 4</p>

<p>4. Bureaucracy, Democracy, and the Ongoing Challenge of Corruption (Sept. 24) Bureaucracy as the most efficient and effective form of organization</p> <p>Politics and administrative decision-making</p> <p>Corruption in government programs and contracts Sources of corruption Responses to corruption Consequences of corruption</p> <p>Bureaucratic power, iron triangles, and bureaucratic weakness</p>	<p>Weber, "Bureaucracy" (packet)</p> <p>Walter Held, "Decision-making in the Federal Government: The Wallace Sayre Model" (packet)</p> <p>Ricci, "Steven Marica: Using the Wedtech Scandal to Establish Credibility"</p> <p>Milakovich & Gordon, Chapt. 2, pp.78-104</p>
<p>5. Federalism, Intergovernmental Relations, and Local Government in Virginia (Oct. 1) Federalism Intergovernmental relations</p> <p>Structure of Prince William County Sources of Revenue Uses of Revenue (Expenditures)</p> <p>**Evening at Prince William County (Likely dates are Oct. 1, 3 or 4; actual date will be announced in class.)</p>	<p>Milakovich & Gordon, Chapt. 3</p> <p>Prince William County Web Site</p> <p>**Paper Assignment (Due Oct. 9)</p>
<p>6. The Political, Economic, Social, and Cultural Setting of American Public Administration (**Tuesday Oct. 9)</p> <p>Political Economy Models of the American Governmental System Economic problems and economic management Income Distribution Factors Associated with high/low income The Effects of Public Policy on Income Distribution Policy and Administration in the American Political and Economic System</p>	<p>Dolbeare and Edelman, <i>American Politics</i>, 4th ed., Chapt. 2, 4, & 6 (e-reserve)</p>

<p>7. Mid-Term Exam (Oct. 15) (1 hour and 15 minutes)</p> <p>The value of administrative experience The "drill" for public administrators (class education and training)</p>	<p>in class examination: bring your own 8.5 X 11 Exam Book</p> <p>Conant, "The Manager's View of Management Education and Training" (packet)</p>
<p>8. Program Implementation: Public and Nonprofit Partnerships (Oct. 22)</p> <p>The Scope and Structure of the Nonprofit Sector</p> <p>Sustaining Health Care Programs for the poor through public and nonprofit partnerhips</p>	<p>Salamon, "The Nonprofit Sector: Scope and Structure" (e-reserve or packet)</p> <p>Riccucci, "Dr. Vince Hutchins: A Voice for Mothers and Children (**use case study format to prepare for class)</p> <p>Recommended: Milakovich & Gordon, pp. 426-444</p>
<p>9. Chief Executives and the Challenges of Administration (Oct. 29)</p> <p>Chief Executives and executive branch management: strategy and style</p> <p>Improving executive branch management and performance through reorganization</p>	<p>Conant, "Strategy and Style: Keys to Executive Branch Management" (packet)</p> <p>Conant, "Reorganization and the Bottom Line," (packet)</p> <p>Milakovich & Gordon, Chapt. 6</p>
<p>10. Public Personnel Administration, Professions, and Universities (Nov. 5)</p> <p>The Civil Service System Alternative Personnel Systems</p> <p>Professionals in government Universities and professions Dominant professions in government agencies</p> <p>Career Choices and factors that affect career choices</p>	<p>Milakovich & Gordon, Chapt. 7</p> <p>Mosher, "The Professional State" (packet or e-reserve)</p> <p>Conant, "Universities and the Future of the Public Service" (packet)</p>

<p>11. Public Personnel Administration, Government Decision-making and Budgeting (Nov. 12)</p> <p>Models of decision making</p> <p>Government organizations: sources and uses of revenue</p> <p>Government budgets The budgetary process</p>	<p>Lindblom, "The Science of Muddling Through," (packet or e-reserve)</p> <p>Bromley and Irvin, "Environmental Issues in Wisconsin" (packet)</p> <p>Conant, "Budget-making in the States" (packet)</p>
<p>12. Government Budgeting (continued) (Nov. 19)</p> <p>The Boom and Bust cycle in state government budgeting</p> <p>State budget deficits: size, causes, and consequences</p> <p>Budgeting in the national government</p>	<p>Conant, "Introduction: State Budget Deficits: The Boom and Bust Cycle in the States, Again!" (packet)</p> <p>Conant, "Budgeting in Virginia: Expenditure Increases, Tax Cuts, and Deficits" (packet)</p> <p>Milakovich & Gordon, Chapt. 8</p>
<p>13. Performance Measurement, Government Regulation and Administrative Law (Nov. 26)</p>	<p>Milakovich & Gordon, Chapt. 10</p> <p>Milakovich & Gordon, Chapt. 11</p>
<p>14. Public Administration in an International Context (Dec. 3)</p> <p> </p> <p>**Take home portion of final exam distributed at the end of class</p>	<p>Riccucci, "Eileen Clausen and the Montreal Protocol: Making the Environment Safer and Cleaner" (**use case study format to prepare for class)</p> <p>Recommended: Milakovich & Gordon, Chapt. 12</p>
<p>15. Final Exam (Dec. 10)</p> <p>Take home portion of the final exam is due at the beginning of the in class exam</p> <p>(in class exam: one hour and 30 minutes)</p>	<p>(Bring your own 8.5X11 Blue Book)</p>

Formatting Requirements for the Paper on Local Government and Intergovernmental Relations

1. Provide a cover page for your paper on which you list your name, the course, the topic of the paper, and the date on which the paper is to be submitted. When you submit your paper, turn the cover page over so that the first page is showing. (I will grade the papers in a "blind" manner. That is to say, I will grade each paper without knowing who has written the paper.)
2. Begin your paper with a statement of purpose. A half grade penalty will be applied if this "rule" is ignored.
3. Avoid paragraphs that run on for more than one-half of a page or. A half grade penalty will be applied if this "rule" is ignored. Also, take care to ensure that each paragraph begins with a topical (or transitional) sentence.
4. The minimum and maximum page requirements will be upheld, unless permission to exceed the maximum is formally requested and granted before the paper is submitted. The request must include the reasons for request an exception to the page limit. (The emphasis here is on clear and concise writing. Through good editing, most of you will be able to write very good papers and stay within the page limits.)
5. Do not use sentences in which inanimate objects are treated as animate objects. For example, do not say: "The concept saw its variables acting together." or "The river saw its flow increase." Inanimate objects cannot see, think, or act, so please do not treat them as animate objects.
6. Use 12-point type and one inch margins. Put page numbers at the bottom of each page (in the center of the page), and double space the paper.

****The topics you must cover and a structure you may use for the paper is provided on the next page.**

**PUAD 502 : Paper on Local Government & Intergovernmental Relations (7-8 pages)
[20 point Assignment]**

I. Introduction [3.0 points]

Begin your paper with an introduction that includes a statement of the purpose and an identification of the major elements (parts) of the paper.

II. Presentations (Prince William County) [7.0 points]

Each of the five presenters will give you a good deal of information. Your job in this section is to provide a summary of **three** of those presentations. Make sure you identify each presenter by name and give his/her department and position before you begin your summaries for this section. Among the topics you should try include in your summary are the following: 1) task: the task (or tasks) of the organization in which the presenter works, 2) resources: the resources available to do the work and the source(s) of those resources, 3) coordination; the ways in which coordination within the organization is necessary to getting the work done, the ways in which coordination across organizations within the county (intra-governmental coordination) is essential for getting the work done, and the ways in which coordination among governments (intergovernmental coordination) is required, and 4) results achieved. Additionally, if the presenter discusses results achieved, be sure to report the types of data and sources of data the presenter employs. (PWC handouts may have data and sources.)

**III. Intra-governmental Relations and Intergovernmental Relations (IGR)
[5 points]**

For this section, your task is to identify the similarities or differences in what the presenters had to say about the topics listed below. You must use the material from the three presentations outlined in Part II above, but you may also use material from the two presentations that you did not outline or analyze in Part II.

Intra-governmental Cooperation or Conflict
(within Prince William County)

Intergovernmental Cooperation or Conflict

Between Prince William County and other local governments in VA or in the
National Capital Area (region)

Between Prince William County and Virginia State Government

Between Prince William County and the U.S. Government

Cooperation or Conflict in the Federal System

Between the U. S. Government and Virginia (or other states)

IV. Federalism & Intergovernmental Relations (Readings & Presentations) [5 points]

In this section, your task is to compare the presentations with the assigned textbook chapter. Specifically, your job is report whether there is (or is not) a correspondence between the two. If there is a correspondence, describe the way(s) in which the reading added to or expanded what you learned from the presentations. If there is no correspondence, describe what you learned from the readings that the presenters from Prince William County did not discuss.

Format for Riccucci Case Study Discussions: Stephen Marica; Dr. Vince Hutchins; Eileen Claussen

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 (summarize, don't list all)
 - 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 theories, concepts, articles and book chapters you have read during this class, and identify three or four that help you understand what happened in this case and why it happened.
 - b. Consider the implications of this case for public administration education. What did you learn from this case study that you did not learn about public administration in class readings, class lectures or class discussion?
8. Consider the extent to which the case study might differ if the main actor had been working in a nonprofit organization.
 - a. In what way or ways might the main actor's perception of tasks, responsibilities, needs and objectives differed?
 - b. To what extent might the constraints the main actor faced have differed?
 - c. To what extent might the resources available to the main actor have differed?
 - d. To what extent might the results have differed?