

Department of Public and International Affairs
George Mason University
PUAD 502 Administration in Public and Nonprofit Organizations
Fall Semester 2008

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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 politics, policy, and administration. 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 midterm exam, and a final exam. The midterm is an “in-class,” short

answer exam; the final is a take-home essay exam. Both exams will be graded on a "blind" basis.

Writing Skills: The principal resource we will use to work on the development of writing skills is *Elements of Style*, by Strunk and White. Another resource you can use is the GMU Writing Center, located in A114 Robinson Hall.

Course Grades:

Class Discussion	Paper: Local Govt. and Intergovt. Rel.	Mid-Exam in class; short answer	Final Exam: take home; 2 parts/ essay format
20%	10%	25%	45%

Course Grade Scale: A+ =100-98 A =97-92 A- =91-90 B+ =89-88 B =87-82 B-=81-80 C+ =79-78 C=77-72 C-=71-70 F=<70

Late Assignments: A one-grade penalty will be applied for a final exam that is one or two 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 the work produced by others is required.

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

1. Kettl and Fesler, *The Politics of the Administrative Process*, 3rd ed.
2. Cayer and Weschler, *Public Administration: Social Change and Adaptive Management*, 2nd ed.
3. Riccucci, *Unsung Heroes: Federal Execucrats Making a Difference*
4. Readings Packet
5. Strunk and White, *Elements of Style*

Copies of all required reading materials not found in 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 give you a password for the readings during the first class session.

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

Assignments

<p>1. Introduction: Politics, Policy, and Administration (Aug. 25)</p> <p>Politics</p> <p>Policy (Statutory Law)</p> <p>Models of the policy-making process</p> <p>Administration</p> <p>Executive branch agency leadership, structure, resources, and priorities</p> <p>The changing political, social, cultural, and economic environment of public organizations</p> <p>The "Life Cycle" of public, private, and nonprofit organizations</p>	<p><i>The National Environmental Policy Act of 1969, as amended</i> (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><u>Recommended:</u> Downs, "The Life Cycle of Bureaus" (e-reserve)</p>
<p>2. The U.S. Constitution and the American Political System (Sept. 8)</p> <p>Political Science and the study of political systems</p> <p>Democratic Theory and the U. S. Constitution</p> <p>Central characteristics and institutional requirements of a democracy</p> <p>Types of political systems and change in political systems</p> <p>Tools for analysis, standards of evaluation, and the importance of a personal political philosophy</p> <p>The economic, political, social, and cultural setting of American government</p>	<p>Hinckley, "Introduction: The Problem of Government" (packet)</p> <p>U. S. Constitution (packet) Madison, <i>Federalist Papers</i> #10 & 51 (e-reserve or web)</p> <p>Dahl, "Democratization and Public Opinion" Chapt. 1 in <i>Polyarchy: Participation and Opposition</i> (packet)</p> <p>Dolbeare and Edelman, <i>American Politics</i>, 4th ed. Chapt. 1 (packet)</p>

<p>3. Executive Branch Organization and Management (Sept. 15) Executive branch organization</p> <p>The Executive Office of the President and executive branch management</p> <p>Inner and outer cabinet departments Environmental organizations</p> <p>“Managing” a department or an agency Rationality in administration Ethics and the Public Trust</p> <p>The political context of administration</p> <p>Strategies for executive branch management in the states</p>	<p>Kettl and Fesler, Chapt. 5</p> <p>Cayer and Weschler, Chapt. 1</p> <p>Cayer and Weschler, Chapt. 2</p> <p><u>Recommended:</u> Conant, “Gubernatorial Strategy and Style: Keys to Improving Executive Branch Management” (e-reserve)</p>
<p>4. Legislative “Control” of Administration (Sept. 22) Purposes of legislative oversight</p> <p>Committees, roles, and requirements</p> <p>Barriers to oversight</p> <p>Institutional support and tools: the GAO and GPRA</p> <p>Benefits, limitations, and costs of oversight</p> <p>A case study: presidential ideology & administration legislative responsiveness to changing environmental circumstances and campaign contributors administrative knowledge, skills, and ethics the taxpayer bailout , and the costs of the free market mythology and anti-regulatory ideology</p>	<p>Kettl and Fesler, Chapt. 13</p> <p>Riccucci, <i>Unsung Heroes</i>, “William Black Tackles the Savings and Loan Debacle”</p> <p><u>Recommended:</u> Mann and Ornstein, <i>The Broken Branch</i></p>

<p>5. Regulatory Policy, Agencies, Administrative Law, and the Courts (Sept. 29) Purpose and types of regulation, regulatory agencies, administrative rulemaking, and judicial review</p> <p>Free market ideology; the Reagan/Bush assault on regulation and rulemaking</p> <p>The Federal Reserve, the “housing bubble,” an economic slowdown, and taxpayer funded bailouts of large corporations</p> <p>The challenges of “booking” a government bailout and estimating its size</p> <p>The free market ideology and its costs The need for rebuilding our regulatory law and institutions</p>	<p>Kettl and Fesler, Chapt. 12</p> <p>“U.S. Rushes to Change Workplace Toxin Rules,” <i>The Washington Post</i>, July 23, 2008, pp. A1 & A8</p> <p>Dolbeare and Edelman, Chapt. 2</p> <p>“A Slowdown With Trouble at Every Turn,” <i>The New York Times</i>, July 19, 2008, pp. A1 & A10</p> <p>“A Mortgage Rescue Strains Calculation,” <i>The New York Times</i>, July 23, 2008, pp. C1 & C6</p> <p><u>Recommended</u>: Bill Moyers, Interview with William Grieder, July 18, 2008 (e-reserve)</p>
<p>6. Exam (Oct. 6)</p>	<p>in-class examination (short answer) bring your own 8.5 X 11 Exam Book</p>
<p>7. Local Government, Federalism & Intergovernmental Relations (October 14 or alternative date)</p> <p>Federalism, the functions of government, and the tools of government</p> <p>Intergovernmental relations</p> <p>Structure of Prince William County Sources of Revenue Uses of Revenue (Expenditures) Intra and Intergovernmental relations</p> <p>**Evening at Prince William County (date will be announced in class.)</p>	<p>Kettl and Fesler, Chapt. 2</p> <p>Kettl and Fesler, pp. 305-313</p> <p>Prince William County Web Site</p> <p>GMU MPA Alumni Presentations at Prince William</p>

<p>8. The Intellectual Development of Public Administration and the application of classical theory in government (Oct. 20)</p> <p>The need to eliminate corruption in government The need for a science of administration</p> <p>Front-line employees and organizational production; management's role in organizational performance</p> <p>Organizational structure (work division and work coordination) Functions of the Executive</p> <p>Applications of classical theory in state government</p> <p>Reorganization as a tool for saving money (economy)</p>	<p>Woodrow Wilson, "The Study of Administration" (packet)</p> <p>Taylor, "Scientific Management" (packet)</p> <p>Gulick, "Notes on a Theory of Organization" (packet)</p> <p>Conant, "In the Shadow of Wilson and Browlow: Executive Branch Reorganization in the States, 1965-1987" (packet)</p> <p><u>Recommended:</u> Conant, "Reorganziation and the Bottom Line" (e-reserve)</p>
<p>9. Bureaucracy, Democracy, and Corruption in Government Contracting (Oct. 27)</p> <p>Bureaucracy as the most efficient and effective form of organization</p> <p>Bureaucratic promise, pathology, and reform politics, administrative decision-making, and ethics</p> <p>Corruption in government programs and contracts Sources of corruption Responses to corruption Consequences of corruption</p>	<p>Weber, "Bureaucracy" (packet)</p> <p>Cayer and Weschler, Chapt. 3</p> <p>Riccucci, "Steven Marica: Using the Wedtech Scandal to Establish Credibility" (**use case study format to prepare for class)</p> <p><u>Recommended:</u> Walter Held, "Decision-making in the Federal Government: The Wallace Sayre Model" (e-reserve)</p>

<p>10. Program Implementation and the Key Role of Nonprofit Organizations (Nov. 3) The Scope and structure of the nonprofit sector</p> <p>Sustaining health care programs for the poor through public and nonprofit partnerships</p> <p>Economic stratification; social and cultural factors; policy responses</p>	<p>Salamon, "The Nonprofit Sector: Scope and Structure" (e-reserve)</p> <p>Riccucci, "Dr. Vince Hutchins: A Voice for Mothers and Children (**use case study format to prepare for class)</p> <p><u>Recommended:</u> Dolbeare and Edelman, <i>American Politics</i>, 4th ed. Cha pt. 6 (e-reserve)</p>
<p>11. Universities, the Public Service, and Career Choices; Education and Training for Administrators (Nov. 10) The University-Public Service Connection</p> <p>The Volcker Commission and the career choices of college students: 1970s/80s</p> <p>Mgt. experience vs. classroom education and training</p> <p>The Winter Commission, the 1990s, and career opportunities in state govt.</p> <p>Career Choices of Graduate Students in the late 20th and early 21st centuries</p>	<p>Mosher, "The Professional State" (packet or e-reserve)</p> <p>Conant, "Universities and the Future of the Public Service" (packet)</p> <p>Conant, "The Managers View of Management Education and Training" (packet)</p> <p><u>Recommended:</u> Conant and Dresang, "Career Professional Retention, Recruitment, and Morale" (-e-reserve)</p> <p>Chetkovich, "What's In a Sector?" (e-reserve)</p>
<p>12. Public Personnel Agencies, Systems and Management (Nov. 17) The Civil Service System Advocates for and critics of the CSS</p>	<p>Kettl and Fesler, Chapt. 7</p>

<p>Employment demographics</p> <p>Recruiting and hiring</p> <p>Opportunities for college graduates and graduate students</p> <p>Managing human capital</p> <p>People in organizations</p>	<p>U. S. Merit Systems Protection Board, <i>Attracting the Next Generation: A Look at Federal Entry-Level New Hires</i> (MSPB web site)</p> <p><u>Recommended:</u> Kettl and Fesler, Chapt. 8 Cayer and Weschler, Chapt. 4</p>
<p>13. Budgeting (Nov. 24)</p> <p>Budgeting in the national government</p> <p>Strategic management</p> <p>Allocating resources: planning, budgeting, and evaluation</p> <p>State government budgeting: trying to cope with the boom and bust cycle</p>	<p>Kettl and Fesler, Chapt. 10</p> <p>Cayer and Weschler, Chapt. 5</p> <p><u>Recommended:</u> Conant, "Introduction: State Budget Deficits: The Boom and Bust Cycle in the States, Again!" (packet)</p>
<p>14. Administration in an International Context (Dec. 1)</p> <p>Public versus private interests</p> <p>The role of nonprofits in international policy-making and administration</p> <p>National versus international considerations</p> <p>Managerial work in the "swamp"</p> <p>The future of public administration</p> <p>Conclusions</p>	<p>Riccucci, "Eileen Clausen and the Montreal Protocol: Making the Environment Safer"</p> <p>Cayer and Weschler, Chapt. 6 & 7</p> <p><u>Recommended:</u> Kettl and Fesler, Chapt. 14</p>
<p>15. Final Exam (Due on Dec. 15)</p>	<p>Take home examination</p>