

January 13, 2015

AMERICAN UNIVERSITY
Department of Public Administration and Policy
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PUAD 612 (01) Introduction to
Public Administration in the Policy Process
Wednesday 5:30 to 8:00 PM

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The course is designed to familiarize students with the basic concepts needed to effectively manage public service programs and to acquaint students with public administration as a field of study. Those programs may be implemented by people who work for government agencies, non-profit organizations, and business firms. Knowledge of concepts and the field provides students with a foundation for the practice of public administration in a professional way. It helps students who assume administrative responsibilities avoid the mistakes that others have already made. It also serves to prepare students for more advanced course work, particularly in the areas of management theory, project management, human resource management, public finance, and management analysis.

Learning Objectives:

The primary learning objectives of the course are three-fold.

- By the end of the course, students should have acquired a basic ability to diagnose administrative situations (both successful endeavors and failures) as to their root causes.
- Students should have acquired a basic understanding of the scope of public administration as a field of study, along with its major concepts and readings, and be able to relate them to the diagnostic process.
- With the first two objectives as a base, students will take the first steps toward understanding how to complete a full-scale management analysis. This work will continue through each student's future course of study, culminating in the capstone course on management analysis.

The primary pedagogical techniques for achieving these objectives are lectures, analysis of case studies (both real and fictional), and review of readings.

Books

No specific books are assigned for the course. A wide selection of readings have been assembled for the course, some available on the internet and others placed on the class Blackboard site. Many readings are seminal works in the field—that is, they influence the way in which people study and comprehend public administration. Others provide commentary on current topics. Additionally, we shall examine a succession of case studies and some films.

Course Assignments

The primary requirement for the course is to read. Read as much as you can—the book excerpts, the articles, the case studies, and the supplementary assignments. By working efficiently, students should be able to complete the readings and other assignments for most class sessions in three to five hours of out-of-class work. To prepare for class, students will be asked to do the following:

- Peruse the assigned readings for each class. This is best done each week, as the readings are cumulative. Cramming does not work well, since it affects the ability of students to recall the main lessons.
- Attend class. Please come on time and do not leave early. If you must miss part or all of a class, please notify the professor or class assistant. Students who attend all or most of the classes receive special credit; students who miss many classes risk receiving a deficient grade.
- Students will examine a number of case studies. Before class, read the assigned case and formulate a diagnosis that explains why the action described in the case failed (or succeeded if the case so suggests). Consult the list of “Why Programs Fail” and look for underlying administrative reasons. Many cases contain both a technical flaw and an administrative one. Focus on the latter. Prepare a short written statement if you wish. Come to class prepared to explain your diagnosis to other students in a small team. Every student will have the opportunity to explain their diagnosis at least one other person.
- For the sixth class meeting, bring a statement to class that helps to explain the derivation of the concept of the public servant. Look for statements contained in historic documents and religious texts. The statement need not apply to governmental workers, but anyone called to serve on behalf of the populace. Place the statement in large type on some sort of poster board so that it can be displayed and shared with the whole class. Identify the author of the statement and the date it was made. Place your name in an inconspicuous place on the statement.
- Students are encouraged to prepare a “brief” on each of the major readings assigned in the course. The major items are marked in boldface. If a reading or author’s name is not marked in boldface, you should read the item but you do not need to prepare a brief. The briefs may vary in length from a few sentences to a paragraph or two but should not exceed one page in length. The space available on a five by seven inch card is ideal. Each brief should summarize the primary

- contribution of that reading to the understanding and practice of public administration. Be sure to define or explain concepts related to the reading. Those concepts are listed with the assigned author. Students may add a personal critique although this is not required. Students are encouraged to prepare the assigned briefs week-by-week and not fall behind, as efforts to prepare a large number of briefs at the end of the semester tend to result in less than adequate learning. Each student must prepare his or her own briefs, although students may consult with each other as they write.
- Students will be evaluated on their knowledge of the major readings at the end of the course—either through a final exam or submission of class briefs. Since the preparation of briefs constitutes the equivalent of preparation for a final exam, each student has one of two choices with respect to the final evaluation.
 - At the end of the semester, submit all of the briefs you have prepared for the class. Include a table of contents that lists the readings covered. Aim to prepare and submit one brief for each boldfaced assignment in the course.
 - Alternatively, students may take a short (closed book) exam on the established day for the final exam. Those taking the exam will be asked to summarize the influence and content of a selected list of authors or concepts. In other words, the final exam covers the same materials as the reading briefs. Students who take the final exam do not submit course briefs.

Grading

Students have three opportunities to distinguish themselves: class preparation and participation, the written case analysis, and the final submission of briefs or exam. The reading briefs/final exam assignment is weighted slightly higher than the other two.

For more information on the grading process, please read the material in the appendix on that subject.

Schedule of topics¹

Introduction to Public Administration and the Policy Process²

Class 1. Introduction to the course

Student introductions: why did you decide to pursue a master's degree in public administration? Organization of the course. The history and scope of public administration as a field of study. Public administration as a profession. How to research and write a reading brief.

No readings assigned.

Class 2. Why programs fail. Organization and management.

Handout: why programs fail.

- **Paul Light**, “A Cascade of Failure: Why Government Fails and How to Stop It” (2014). (Retrieve from the class Blackboard site or from the Internet). Skim over the identified failures and general commentary and focus on the five reasons Light offers. Are failures a natural consequence of the governmental process or can they be avoided?³
- **Woodrow Wilson**, “The Study of Administration” (1887). If governmental administration should be taught, what lessons can be taught? Wilson is famous for identifying management as the central focus of public administration.
- **Henri Fayol**, *General and Industrial Management* (1916). selections. (Retrieve from the class Blackboard site or look at pages 19-26, 33-36 in the original.) Principles of administration.
- **Luther Gulick**, “Notes on the Theory of Organization” from *Papers on the Science of Administration* (1937). (Taken from pages 3-13 in the original.) Principles of administration.
- **Frederick Taylor**, *Scientific Management* (1911), selections. (Read the selection in Shafritz & Hyde or the on-line review in Wikipedia by retrieving Principles of Scientific Management.) Scientific management.

¹ Your understanding of policy and administration is likely to be enhanced by reading a newspaper that perceptively treats the administrative aspects of business and government. I recommend the *Wall Street Journal*, although the *Washington Post* is good as well.

² Please note that the class sessions correspond roughly to the week-by-week schedule. The pace at which the sessions proceed depends upon the rate of learning and acts of weather, not the calendar. In other words, we may fall behind.

³ Readings highlighted with bold print form the backbone of the course. Students should prepare reading briefs on those items or otherwise be prepared to summarize the contributions of those writings and their associated concepts. Readings not highlighted with bold print are included for general guidance and will be discussed in class, but do not need to be developed into briefs.

- **Louis Brownlow** et al., “Report of the President’s Committee on Administrative Management” (1937). Focus on the recommended reforms and their underlying principles. (Taken from pages 3, 5-6, 29-32 of the original report.)

Case: Managing Nuclear Energy. This case is based on the work of the Kemeny Commission that reported on the accident at Three Mile Island; please use the summary found on the class Blackboard site. As preparation for the class discussion, identify the primary reason that experts at the U.S. Nuclear Regulatory Commission failed to contain the accident at Three Mile Island. This is your diagnosis. In class, you will be asked as a member of a team to follow up the correct diagnosis with a set of recommendations for correcting the deficiencies.

Class 3. Bureaucracy as a form of organization. Alternatives to the bureaucratic form.

- **Max Weber**, “Essay on Bureaucracy” (1911). (S&H; Blackboard) Bureaucracy.
- **Robert K. Merton**, “Bureaucratic Structure and Personality” (1940). (S&H; Blackboard) Bureaucratic dysfunction; goal displacement.
- **Anthony Downs**, “The Life Cycle of Bureaus,” from *Inside Bureaucracy* (1967). (S&H; Blackboard) Law of increasing conservatism.
- **Warren Bennis**, “Organizations of the Future” (1968). (S&H; Blackboard) Adhocracy.
- “Ghostbusters.” Read the plot summary or view the film if you have never seen it.

Case: *One Flew Over the Cuckoo’s Nest*. Read the short summary on the class Blackboard site. At some point, you may wish to read the novel, watch the film, or see the play.

Class 4. Organizational theory and behavior.

- Elton **Mayo**, *The Social Problems of an Industrial Civilization* (1945), 68-76. (Blackboard) Hawthorne experiments; informal group.
- **Abraham Maslow**, “A Theory of Human Motivation” (1943). (Retrieve “hierarchy of needs” from Wikipedia.) Hierarchy of needs.
- Douglas **McGregor**, *The Human Side of Enterprise* (1960) (Retrieve the selection “theory X and theory Y” from Wikipedia.) Theory X and theory Y.
- **Mary Parker Follett**, “The Giving of Orders.” (Blackboard) Law of the situation.
- **Chester Barnard**, *The Functions of the Executive* (1938), selections on the social basis of authority. (Blackboard)
- Nigel Nicholson, “How to Motivate Your Problem People” (2002). (Blackboard) This is an extra reading for which a brief does not need to be prepared.
- How to dismiss a problem employee who won’t stop being a problem. If time permits, we may view excerpts from “Moneyball” and/or “Up in the Air.”
- “Armies,” from James Q. Wilson, *Bureaucracy* (1989), in chapters 1 & 2. (Read directly from the book or retrieve from the class Blackboard site.)

- Selections on **contingency theory** (Amitai Etzioni, James D. Thompson, and Paul Lawrence and Jay Lorsch. This concept can be hard to grasp. Examine the manner in which the required management style varies with the type of authority, the nature of technology, and the degree of complexity. Available on Blackboard.

Case: “Into Thin Air.” (Blackboard) Consider reading the whole book someday.

Class 5. The “new” public management.

- “Successful American Companies,” from **Thomas J. Peters and Robert H. Waterman**, *In Search of Excellence: Lessons from America’s Best-Run Companies* (1982), contents, 13-17. (Blackboard)
- “Prisons,” from James Q. Wilson, *Bureaucracy* (1989), in chapters 1 & 2. (Read directly from the book or retrieve from the class Blackboard site.) As a companion to the Peters and Waterman reading, be prepared to discuss the following question: does management matter and, if so, to what degree?
- Read **David Osborne and Ted Gaebler**, *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector* (1992), contents, xix-xxi, 12-16, 34-37. (Blackboard)). Students with the Shafritz reader may substitute “From Red Tape to Results,” *National Performance Review* (1993), although the Osborne and Gaebler reading is preferred. A more up to date statement of the philosophy can be found in David Osborne and Peter Plastrick, *Banishing Bureaucracy* (2005). New public management; privatization.
- **Mark H. Moore**, *Creating Public Value* (1995), 13-21, 65-76 (Blackboard). Faithful agent and entrepreneurial management.
- **Larry D. Terry**, “The Thinning of Administrative Institutions” (2007). (Blackboard) Hollow state.

Case: Reconsidering the Virtual Fence

Class 6. Administrative ethics and the concept of the public servant.

Bring a statement to class that helps to explain the derivation of the concept of the public servant. Look for statements contained in historic documents and religious texts. The statement need not apply to governmental workers, but anyone called to serve on behalf of the populace. Place the statement in large type on some sort of large paper or poster board so that it can be displayed and shared with the whole class. Identify the author of the statement and the date it was made. Place your name on the statement.

Examine the following works on western political thought. They are accessible on the internet.

- John Locke, *Second Treatise on Civil Government*, examine chapter II: Of the State of Nature, sections 4, 7, 8, 10, 11, and 13. Social contract.
- Thomas Hobbes, *Leviathan*, look at the table of contents, examine chapters XIII (natural condition) and XVII (Commonwealth). State of nature.

- Jean-Jacques Rousseau, *Social Contract*, look at the table of contents, examine Book 1, sections 1, 2 & 6.

Power and the abuse of office. Administrative evil. Videos worth watching: *JFK*; Tom Leherer singing “Wernher von Braun;” *Dr. Strangelove*. If you are unfamiliar with William Golding, *Lord of the Flies* (1954), you are encouraged to read the book or watch the movie sometime (the 1963 version is better than the one produced in 1990). The films are available on YouTube; the book on Global Village. The story deals with a group of British boys stranded on a tropical island who try to form a civil society. At the least, read chapter 5, “Beast from Water.”

- Read the selection from **Adams and Balfour**, *Unmasking Administrative Evil*, on blackboard.
- **Frank J. Goodnow**, “Politics and Administration,” (1900). Politics-administration dichotomy.
- **Paul Appleby**, Two readings: *Policy and Administration* (1949) and “Government is Different,” from *Big Democracy* (1945). Both on Blackboard.
- **David Rosenbloom**, “Public Administration Theory and the Separation of Powers” (1983). (S&H; Blackboard) Democratic constitutionalism; administrative values: efficiency (executive), fairness (legislature), due process (judiciary).
- **Ronald C. Moe**, “Exploring the Limits of Privatization” (1987). (Blackboard, Shafritz, and JSTOR)
- **John Rohr**, *Ethics for Bureaucrats* (1989). Regime values.

In class, we will examine a number of questions on constitutional rights and administrative obligations, the answers to which can be found in various court cases. A list of some cases follows—you might look at a few. Descriptions of the facts in the case and judicial findings can be obtained on the Internet from a variety of sources.

- Can the national government share its sovereignty with another body – in this case, can the state of Maryland tax the national bank of the United States? *McCullough v. Maryland* (1819)
- Can the executive branch (in this case the president and the Nuclear Regulatory Commission) refuse to implement a policy enacted by the Congress (in this case an act directing the NRC to consider issuing a license to open the Yucca Mountain nuclear waste repository?) This is an issue involving separation of powers. *In re: Aiken County* (2013)
- Can citizens personally sue governmental officials for knowingly violating a citizen’s constitutional rights (in the absence of a statute allowing such suits)? This is an issue of managerial liability. *Bivens v. Six Unknown Named Agents of the Federal Bureau of Narcotics* (1971)
- Are citizens who receive governmental benefits (like disability payments) entitled to a due process hearing before the government discontinues those benefits? *Goldberg v. Kelly* (1970)

- If a legislature fails to provide sufficient funds to adequately run a state facility, can a federal judge order the state government to do so? *Wyatt v. Stickney* (1971)
- Can a state deny in-state tuition rates to state residents who are admitted to state universities but who are in the United States illegally? (This case builds on issues of citizenship or personhood and equal protection. See *Dred Scott v. Sanford*: 1857 and *Brown v. Board of Education*: 1954.) *Leticia A v. Board of Regents* (1985)
- Can a government transfer its “taking” power (eminent domain) to a private entity – in this case a private developer who wants the land on which a private citizen’s house sits? *Kelo v. City of New London* (2005)
- Can the government track the movement of your car without an applicable search warrant or is that action a breach of privacy? *United States v. Jones* (2012)

Class 7. Administrative accountability.

- Read the Wikipedia selection on “Iron triangle (US politics).
- **Philip Selznick**, “The Cooptative Mechanism,” (1949). (On Blackboard, it is titled *TVA and the Grass Roots*) Co-optation.
- **Michael Lipsky**, *Street-Level Bureaucracy* (2010, 1980). Administrative discretion.
- **Theodore J. Lowi**, *The End of Liberalism* (1969). (On the class Blackboard site, this is also listed as *Toward Juridical Democracy*, Lowi)
- **Frank R. Baumgartner and Bryan D. Jones**, *Agendas and Instability in American Politics* (1993). Subgovernments (also known as issue networks, subsystems, and iron triangles), punctuated equilibrium.
- **Romzeck and Dubnick**, “Accountability in the Public Sector” (1987).
- “Operation Fast and Furious.” (Blackboard)

Case study, “Setting Up the Tennessee Valley Authority.” Provide the advice requested at the end of the case. How would you diagnose the longevity of the TVA, generally considered one of the success stories of government?

Class 8. Comparative public administration.

Temporal dimensions:

- **Frederick Mosher**, *Democracy and the Public Service* (1968), selections. Spoils system, civil service movement. (Blackboard)
- **Dwight Waldo**, *The Administrative State* (1948), 12-21. (Blackboard)
- Jacob van Klaveren, “The Concept of Corruption,” from A. J. Heidenheimer et. al., *Political Corruption: A Handbook* (1989, 1957). Available on Blackboard.
- Examine the case of High Salaries in Bell, California from Jeff Gottlieb and Ruben Vives, “Is a City Manager Worth \$800,000?” *Los Angeles Times* (July 15, 2010). (Google the article; the case, as with others, is also available on Blackboard.) *Has the city manager of Bell, California, along with other city officials engaged in an ethical transgression? If so, should the city manager be*

prosecuted for fraud and other violations of law or simply be removed from office?

- “Just Try to Fire an Air Traffic Controller” (Blackboard).

Spatial dimensions:

- **Fred Riggs**, *The Ecology of Public Administration* (1961) 98-102. 121-25. Students seriously interested in comparative public administration should read Riggs in the original. Concepts: prismatic society, ecology of public administration (also administrative relativity), formalism. (Blackboard)
- Students who do not read Riggs in the original can examine McCurdy, “**Fred W. Riggs**: Contributions to the Study of Comparative Public Administration.” (Retrieve from the home page of Fred W. Riggs or search directly for “McCurdy Riggs” on Google; also available on Blackboard.)
- **Ferrel Heady**, *Public Administration: A Comparative Perspective* (2001, c1966) excerpts. Regime analysis. (Blackboard)
- Riggs on presidentialism: Fred Riggs, “Bureaucracy and the Constitution,” *Public Administration Review* 54 (January-February 1994) 65-72. (Available on Blackboard)

Case: Fighting Corruption in Afghanistan (on Blackboard).

Class 9. Policy analysis and public finance.

Policy analysis:

- **Weimar and Vining**, *Policy Analysis*, selections. The book is now in its 5th edition. (2011). Market failure, non-market failure, rent seeking, collective action. (Look for excerpts on the class Blackboard site.)
- Zerbe and McCurdy, “The Failure of Market Failure” (1999), selections. Transaction costs (Available on Blackboard)

Public finance and budgeting:

- David Walker, “Wake-Up Call,” *60 Minutes: CBS News Transcripts*, March 4, 2007. (Blackboard)
- **Allen Schick**, “The Road to PPB: The Stages of Budget Reform” (1966). Line-item budget, performance budget, program budget (PPB). (S&H; Blackboard)
- **Aaron Wildavsky**, *The Politics of the Budgetary Process* (1964). Budgetary incrementalism. (S&H; Blackboard)
- “High Mountain Sheep.” Benefit-cost analysis.
- “Traffic.” You might want to view the entire film, an excellent study of comparative public administration and the challenges of policy implementation.
- Mary Anastasia O’Grady, “Mexico Pays the Price of Prohibition,” *Wall Street Journal* (August 18, 2008). (Also on Blackboard)

Case: Controlling Cocaine. What is the most cost effective solution? Diagnose why the Congress might not adopt that policy. (Blackboard)

Class 10. Business Approaches to Public Administration: Decision-making, objective setting, strategic planning, logic models, and performance measurement.

- **Herbert Simon**, “The Proverbs of Administration,” (1946); also in *Administrative Behavior* (1947); also see his comments on administrative rationality and the psychology of administrative decisions, which will be examined in two weeks. (Blackboard)
- **Charles Lindblom**, “The Science of ‘Muddling Through’” (1959). Incremental decision-making. (S&H; Blackboard)
- **Peter F. Drucker**, “Managing the Public Service Institution,” *The Public Interest* 33 (Fall 1973) 43-60; also in Richard J. Stillman, *Public Administration: Concepts and Cases*, 2nd ed. (Boston: Houghton Mifflin, 1980), 256-264. Management by objectives (Blackboard)
- **Harry Hatry**, *Performance Management* (2006), 3-8. (Blackboard)
- “Introduction to **Logic Models**,” from W. K. Kellogg Foundation, *Logic Model Development Guide*, 2004, 1-13. (Look on the class Blackboard site or download this publication by locating it through Google.)
- **Beryl A. Radin**, *Challenging the Performance Movement* (2006), 13-20, 115-16, 234-47. (Blackboard)
- Pay for performance in the classroom. (New reading to be inserted.)

Case: The NYPD Takes on Crime in New York City (Parts A & B)

Class 11. Organizational culture and high reliability organizations.

- **Herbert Kaufman**, *The Forest Ranger* (1967), excerpts. (Blackboard)
- James Q. Wilson, *Bureaucracy* (1989), chapter on culture. Available on Blackboard site.
- Sally Jenkins, “Top-down dysfunction leads to bottoming out,” *Washington Post* (January 3, 2015). On the Washington football team.
- **Charles Perrow**, *Normal Accidents* (1984), excerpts (Blackboard).
- John Pfeiffer, “The secret of life at the limits,” *Smithsonian* (July 1989). For further reading, examine Todd R. LaPorte and Paula M. Consolini, “Working in Practice But Not in Theory,” *JPART* (1991) and Robert Pool, “When Failure Is Not an Option,” from *Beyond Engineering* (1997). These readings can be found on the class Blackboard site under **high reliability organizations**.
- After completing the readings on normal accidents and high reliability organizations, read the commentary by Larry Heimann, *Acceptable Risks* (1997). (Blackboard)

Case: The Loss of the Space Shuttle Challenger

Class 12. Organizations of the future (they are already here).

- Ray Kurzweil, *The Singularity Is Near: When Humans Transcend Biology* (2005), 7-9, 470-73. GRN revolution; singularity; artificial intelligence. (Blackboard)
- **Herbert Simon**, “The Proverbs of Administration,” (1946); also in *Administrative Behavior* (1947). Make sure you understand Simon’s theory of decision-making, including concepts like bounded rationality, programmed decisions, and heuristic decisions. (Blackboard; assigned two weeks earlier.)
- “The Big Dig.” Observe the strengths and weaknesses of matrix and project management.
- **Harlan Cleveland**, *Nobody in Charge* (2002), 16-31. Swarm theory; wheels, clouds, and pyramids – from class lectures. (Blackboard)
- Michael Hammer and James Champy, *Reengineering the Corporation* (1993), 39-44. **Reengineering** (Blackboard)
- Russell M. Linden, *Seamless Government: A Practical Guide to Re-Engineering in the Public Sector* (1994), excerpts from chap. 4 (“Principles of Reengineering”) (Blackboard)
- “How Long Do I Need to Stand in Line?” (Blackboard)
- Public-private partnerships and prizes. (Material to be added.)

Case: The Grand Challenge (NEW)

Class 13. Class lessons. Four cases.

Case: Texas A & Bonfire. Identify both the technical cause and the organizational cause of the bonfire collapse. Retrieve the final report of the Special Commission on the 1999 Texas A & M Bonfire (2000) on line or on Blackboard.

Case: The Readiness Report. (Blackboard) Assuming that the allegations contained in the letter are true, how would you diagnose the failings?

Case: “Schools,” from Wilson, *Bureaucracy*, chap 1 & 2 (Read from the book or retrieve from Blackboard.) According to Wilson, what matters with respect to the quality of education that high school students receive and what factors appear to have little or no effect?

Case: Treblinka. The case, while dealing with a distasteful subject, poses a critical question in administrative studies. Why don’t hardened convicts or inmates at camps, who vastly outnumber their guards, simply overpower their overseers and escape? In a more modern context, what accounts for the success or failure of pro-democracy movements in displacing rulers who cling to power through violence? The answer to the question contains a key insight into the reasons programs succeed or fail. A summary of the book *Treblinka* can be found on the class Blackboard site.

Class 14. Open sessions; course review; topics not covered.

The final examination, for those who choose to take it, will be given at the regularly scheduled time.

Appendix A. Building a Library of Basic Works on Public Administration

Students who want to purchase books may wish to consider the following items.

Jay M. Shafritz and Albert C. Hyde, *Classics of Public Administration*, 7th ed. (2012). This book brings together in one volume many of the works assigned in the course. Earlier editions present many of the readings contained in the most recent issue.

James Q. Wilson, *Bureaucracy* (1989). We will use four selections from this informative book. The book, although dated, is wonderfully written.

David H. Rosenbloom and Robert Kravchuk, *Public Administration: Understanding Management, Politics, and Law in the Public Sector*, 8th ed (2014). Worth purchasing for students who sense that they need a basic textbook. The authors present public administration through the three perspectives contained in the subtitle.

David Osborne and Peter Plastrik, *Banishing Bureaucracy*, 2nd ed. (2006). A complete statement of the “reinventing government” philosophy, this book can be hard to find in its second edition.

Lee G. Bolman and Terence E. Deal, *Reframing Organizations: Artistry, Choice, & Leadership*, 5th ed. (2013). Bolman and Deal trace successful organizational performance to the proper application of four institutional frames: structural, human resource, political, and symbolic. This book is usually assigned at some point in the graduate program. If not, you might want to buy it.

Appendix B. How to write a management analysis paper.

Toward the end of the course, each student should submit a short memorandum no more than two to three pages in length analyzing one case. Students typically use the cases discussed in class. Select any case you wish. Essentially, the memorandum should diagnose the situation presented in the case and suggest solutions (or lessons for successful case histories).

- The best memoranda tend to be short and focused with a specific diagnosis and observations that fit that the facts in the case.
- Students should identify a client to whom the memo is addressed (not the instructor) and formulate a statement of the client's concern and primary objective(s). Write the memo as if you have been asked by your client to investigate a particular situation and inform that person on potential courses of action.
- Memoranda should be informed by writings on public administration and material covered in the course. You are being asked to issue an expert opinion.
- Students may wish to summarize alternative courses of action and estimate the expected effects of undertaking each alternative.
- Memos usually contain a recommendation. Recommendations should come after the analysis of the issue and not precede it. In other words, do not write an argumentative essay that from the beginning seeks to defend your recommendation. Be modest in your recommendation—allow your client to make the final decision. The recommendation must address the underlying issue (or issues) as contained in the diagnosis.
- The recommendation should contain a method for evaluating whether the effects expected through its implementation actually occur.
- An appropriate diagnosis is the key to an effective memorandum. The diagnosis should be well articulated and make use of material covered in the course. The diagnosis must precede the list of alternative treatments and the recommendation and logically lead to it.
- Good writing counts. Use active verbs, declarative sentences, and well-structured paragraphs. Avoid jargon. Be articulate and concise. Copy-edit your work. After you have prepared a first draft of your memo, set it aside for a few days and then revise it.
- The memo helps students prepare for their final assignment in the MPA program (part of the Management Analysis course) which is a full-length, professional management analysis report.
- Try to follow the seven-step model for management analysis in drafting your paper.
 - Identify your client and the question that the client has posed as the subject of your analysis. As an example, “why did the space shuttle *Challenger* explode and what can be done to prevent a similar accident in the future?” The statement implicitly or explicitly identifies the objective that the client is attempting to achieve.

- Briefly summarize the facts in the case.
 - State your findings. Based on your expertise, what did you observe with regard to the technical and managerial aspects of the case?
 - Present a diagnosis—a single most important factor that explains why the case occurred as it did. Consult the handout “Reasons Programs Fail.” You may include many observations or findings, but you should aim to produce a single diagnosis.
 - Describe treatment alternatives for your client based on the diagnosis. Make sure that the treatments fit the diagnosis.
 - Based on the alternatives, make a recommendation. State the expected effects of implementing that alternative (what would happen if it were implemented). Identify possible side effects.
 - Explain how you would evaluate the implementation of the recommended alternative (how one would know whether it was working).
- Carefully distinguish between the facts, findings, and diagnosis in your case. The facts should answer the basic journalistic questions: who, what, where, and when. Findings for deficient cases generally consist of administrative factors missing from the case. For accomplished missions, the findings will likely list the most important factors present. The diagnosis is the prime cause – the journalistic why. Effective treatment of an accurate diagnosis generally leads to the resolution of issues raised under findings.
 - Respect your client and the fact that this person will make the final decision. Provide insights and alternatives for consideration. Avoid “must” statements and the tendency to lecture your client.

A seven step model for management analysis may help you prepare your written analysis of one of the cases:

1. Identify a client and the outcomes that the client would like to achieve—his or her principal objective(s).
2. Summarize the facts—briefly.
3. State your findings.
4. Present a diagnosis. (What type of problem is this?)
5. Identify alternative treatments related to the diagnosis.
6. Recommend one. State the expected effects of adopting it. Where relevant, anticipate possible side effects.
7. Explain how you would evaluate the recommended alternative.

Appendix D. List of Cases

A list of the cases that may be covered in the course follows. (**compare to B & S**)

Treblinka
Managing Nuclear Energy
Schools
One Flew Over the Cuckoo's Nest
Catch-22
The NYPD Takes on Crime in New York City (A & B)
Armies
Fighting Corruption in Afghanistan
Cutting Red Tape in Afghanistan
High Salaries in Bell, California
The Ladder and the Scale
Controlling Cocaine
Traffic
Setting Up the Tennessee Valley Authority
Operation Fast and Furious
Just Try to Fire an Air Traffic Controller
The Decision to Launch the Challenger
The Cuban Missile Crises
The Readiness Report
Reconsidering the Virtual Fence
High Stakes and Frightening Lapses
Prisons
How Long Do I Need to Stand in Line?
Who Killed Cap and Trade?
Collapse of the Texas A & M Bonfire
Financing the Chunnel
Into Thin Air (Mt. Everest)
Building Denver International Airport
The Big Dig
Iranian Hostage Rescue
Raid on Entebbe
Raid on the Branch Davidian Compound
Mars Climate Orbiter
Bridge On the River Kwai
A Bell for Adano
Catch-22
The TFX Decision
High Mountain Sheep
The Grand Challenge
Police Work in Montgomery County
Bonneville Power Administration

Moneyball
Up in the Air

Appendix E. Comments on the grading process.

- The average grade for an introductory course in the core curriculum should be a B+.
 - A grade of B indicates that the student adequately completed the requirements for the course.
 - A grade of B+ indicates that the work of the student was distinguished in some respect.
 - A grade of A- indicates that the work of the student was distinguished in two or more respects.
 - A grade of A is reserved for exceptional work that is distinguished in all respects.
- Distinguished work begins with class attendance. Really. Woody Allen was right when he said that “80 percent of success is showing up.”
- Don’t come to class if you are sick. But submit something indicating that you did the work.
- Come to class prepared. You don’t need to spend hours pouring through the assignments, but be prepared to discuss them intelligently.
- When participating, speak forcefully and clearly. Assume that the people to whom you are speaking have hearing disorders. In the case of the professor, that is probably true.
- Participate but don’t dominate.
- Before you start speaking, think about how you are going to stop. That advice works for wedding toasts as well as class participation.
- Write clearly and succinctly using declarative sentences with active verbs. Learn what an indefinite form is so that an alarm goes off when you use it. The most important executive skill you can develop is effective communication.
- Up to half of each grade on submitted materials may be based on the quality of writing or presentation.
- Just as some submissions are obviously too short, others can be too long. Students should vigorously avoid the tendency to load a submission with a large number of points in the hope that a few of them are appropriate.
- Exceptional work is unmistakably excellent, technically just right, and clearly communicated. It makes just a few, highly appropriate points. Occasionally, one hopes, it contains an unusual insight. Above average work is technically accurate, complete, and easy to understand.
- The assessment of briefs and case analyses by the instructor involves a certain amount of subjective judgment. As in baseball, players are not allowed to argue with the umpire over the size of the strike zone.
- Make sure that your work is original. Particularly if you are the member of a team, check your product to ensure that non-original, non-attributed material has not snuck in.
- In the management analysis course, students have three opportunities to distinguish themselves: through attendance, preparation, and participation; through reading briefs or exams; and through the case memo.

- A grade of “B” (3.0) indicates satisfactory work. It is not a grade indicating deficient performance.
- Average grades tend to rise in courses that are more advanced or specialized.
- Everyone in a position of responsibility in Washington, D.C., is overworked. The successful ones learn how to manage their time. Work habits developed in school tend to carry over to professional careers. Therefore students who miss an excessive number of classes risk receiving a deficient grade.
- A deficient grade is something lower than a B. To graduate, students must maintain a B (3.0) grade point average. Students cannot receive credit for a course in which the instructor awards a grade lower than a C (2.0).
- Submit work on time or notify the instructor. At the conclusion of the semester, the professor must submit all grades at the same time. The grading period generally ends three days after the scheduled time for the final exam.
- If circumstances do not permit you to do the work, see an academic adviser. Immediately. If necessary, drop the course. Incompletes that require the professor to provide personal instruction in a future semester are not given in the course. In the absence of such a prior agreement, work not completed by the conclusion of the grading period may be marked as a “zero” and averaged into the overall course grade.

Appendix F. Academic Integrity and Originality

By registering for the course, you have formally acknowledged your knowledge of the standards of academic conduct in all of its facets as set forth in the University Academic Code. Under the code, you must not present any material from another source as if it was your own. At a minimum, use footnotes, quotations marks, or citations to identify material you submit that has originated from another source. Under no circumstances should students “cut and paste” any material of four consecutive words or more without direct attribution. The university maintains a substantial system for detecting and prosecuting violations of the Academic Integrity Code and violations are treated very seriously.

Examine the academic code soon. For your convenience, section 2 of the code is reproduced below.

Section II: Definition of Academic Integrity Violations

Violating standards of academic conduct is a serious matter subject to discipline. Types of violations are listed and defined below. This section provides explanations and illustrations but does not exhaust the scope of these violations. Academic integrity is not merely a matter of conforming to rules; it must be understood in terms of the broader purposes of a university education.

A. Violations Adjudicated under the Academic Integrity Code

1. Plagiarism

Plagiarism is the representation of someone else’s words, ideas, or work as one’s own without attribution. Plagiarism may involve using someone else’s wording without using quotation marks—a distinctive name, a phrase, a sentence, or an entire passage or essay. Misrepresenting sources is another form of plagiarism. The issue of plagiarism applies to any type of work, including exams, papers, or other writing, computer programs, art, music, photography, video, and other media.

2. Inappropriate Collaboration

Inappropriate collaboration occurs when work that the professor presumes is original to the student is in fact the product of collaboration so close that the originality is no longer individual to the student. Professors often expect students to study together, to brainstorm together, and to read and criticize each other’s work; group projects also require much collaboration. However, these forms of appropriate collaboration become inappropriate when the originality of the work is lost. In addition, for many assignments, such as take-home examinations and some homework assignments, professors specifically limit or restrict collaboration, requiring that all of the work is entirely the student’s own. Before submitting work, students should clarify with their professors what forms of collaboration are appropriate for that assignment.

3. Dishonesty in Examinations (In Class or Take Home)

Dishonesty or cheating in examinations is the use of inappropriate or unauthorized

materials, information, or study aids in a test. Unless the instructor directs otherwise, an examination is assumed to be solely a student's own work. No communication is allowed among students either through voice, written, electronic, or any other form of transmission, nor are students permitted to consult books, papers, study aids or notes without explicit permission. Dishonesty in examination includes but is not confined to copying from another's paper, giving or receiving unauthorized assistance, obtaining unauthorized advance knowledge of questions on an examination, and using mechanical or marking devices or procedures to achieve false scores on machine-graded examinations. Specific policies regarding examinations may vary with individual professors.

4. Dishonesty in Papers

Dishonesty in papers covers but is not limited to submitting material obtained from another person or company or purchased from either. All papers and materials submitted for a course must be the student's original work unless the sources are cited.

5. Work Done for One Course and Submitted to Another

This category of violation covers the presentation of the same work in more than one course at any time during a student's academic career without prior consent from both instructors. When incorporating their own past research into current projects, students must cite previous work. This requirement applies even when the work submitted had been originally for a project for another institution. When the previous instructor cannot be consulted, faculty may permit such a submission.

6. Fabrication of Data

Fabrication is the falsification, distortion, or invention of any information or citation in academic work. Examples include, but are not limited to, inventing a source, deliberately misquoting, or falsifying numbers or other data.

7. Interference with Other Students' or Scholars' Work

Interference with the work of others covers but is not limited to acts that deny others access to scholarly resources, or deliberately impede the progress of another student or scholar. Examples include sabotaging laboratory experiments or research, giving misleading information, knowingly deceiving other members of a project team or group, disrupting class work, making library material unavailable to others, or altering the computer files of another.

8. Bribes, Favors, and Threats

Students may not bribe, offer favors to, or threaten anyone with the purpose of affecting a grade or the evaluation of academic performance.

9. Other Academic Misconduct

No specific set of rules or definitions can embrace every act of academic misconduct. A student who employs any form of academic deceit has violated the intellectual enterprise of the university.

Appendix G. How to write a reading brief.

Here is an example of a succinct and precise reading brief.

Max Weber is credited with defining the characteristics of the modern bureaucratic form in an essay written at the first part of the twentieth century. He defined a bureaucracy as an organizational form characterized by an emphasis upon rules, a career service, a hierarchy of offices, permanence, impersonality, authority vested in offices, and secrecy. Though Weber did not favor the bureaucratic form, he predicted that it would come to dominate modern societies.

A good reading brief will identify the principal contribution of the author or authors. It will explain or define the main concept associated with the author(s)' work. (The main concept is often noted next to the author(s)' name.) Finally, it will provide some substantive detail about the author, the concept, or the overall work.

To find the main contribution, students may wish to consult secondary sources describing the author(s), the concept, or the work. This material will also be covered in class. By combining an examination of the original work, secondary sources, and class review, students should be able to identify the reason that the work is important to the field.