

Policy Studies 195-608

THE NEW GOVERNANCE AND THE TOOLS OF PUBLIC ACTION

COURSE SYLLABUS

PURPOSE

Government has been under assault for more than two decades in the United States and elsewhere in the world. In fact, however, much of the critique has been based on a flawed understanding of the way government operates. Behind the monolithic images of government bureaucrats delivering services lies a bewildering array of tools or instruments for addressing public problems. Indeed, a massive revolution has taken place in the forms of public action, but this revolution has yet to be fully registered in our political rhetoric or in the training of policy professionals and public managers. The purpose of this course is to introduce students to the basic operating characteristics and accompanying political dynamics of some of the major tools now being used to address public problems and the “new governance” that is needed to manage them effectively as a consequence. Such knowledge is crucial to both the design and the implementation of public action and to an understanding of the increasingly collaborative nature of modern public problem-solving.

COURSE REQUIREMENTS

Four types of activities will form the core of the course requirements:

- (1) Class Participation (20 percent): This course will use a seminar format. Students will be expected to come to class prepared to discuss the required readings and to participate actively in class discussions and exercises. As part of their class participation, students will also be asked to participate in a briefing on the “tool” of public action they will have chosen as the focus of the “briefing book” that forms part of the course requirements.
- (2) News Analyses (20 percent): Each student will be expected to prepare a series of five 2-3 page analyses of recent news stories that feature particular tools of public action. These analyses are designed to give students the opportunity to demonstrate their ability to bring insights gained from course readings and from the “tools perspective” to bear on current issues of policy that feature tool issues.
- (3) Briefing Book (30 percent): A major part of the course requirements will involve the participation of each student in the preparation of a “briefing book” analyzing the workings of one “tool” of government action as reflected in a series of government programs. As outlined more fully in an accompanying instruction sheet, each briefing book will examine three programs embodying a particular tool. Students will work in teams of two to develop the basic program analysis and then in teams of six to formulate the summary briefing book on each tool.

- (4) Quiz (30 percent): A 1-hour quiz covering course readings and discussion up to the date of the quiz will be held on April 16.

COURSE MATERIALS

- 1) Five books should be available in the Hopkins Bookstore for possible purchase for this course:

,Cooper, Philip J. *Governing by Contract: Challenges and Opportunities for Public Managers* (Washington: Congressional Quarterly Press, 2003)

Goldsmith, Stephen and William D. Eggers. *Governing by Network: The New Shape of the Public Sector*. (Washington, D.C.: Brookings Institution Press, 2004)

Goodsell, Charles, *The Case for Bureaucracy* (Chatham, NJ: Chatham House, 1994).

Nakamura, Robert T. and Thomas W. Church. *Taming Regulation: Superfund and the Challenge of Regulatory Reform* (Washington, D.C.: Brookings Institution Press, 2003)

Salamon, Lester M., editor, *The Tools of Government: A Guide to the New Governance* (New York: Oxford University Press, 2002).

- 2) Additional course readings (marked with an asterisk [*]) will be available for student downloading through the MSE Library.

CLASS SESSIONS

Mondays, 5:00-7:30 p.m., Room to be announced

OFFICE HOURS

Professor Salamon will generally be available to meet with students on Mondays from 1:30-3:00 p.m. Other times can be arranged through Ms. Robin Wehrin (410-516-5463 rwehrin@jhu.edu).

COURSE OUTLINE AND REQUIRED READINGS

1. Introduction: The New Governance and the Tools of Public Action (January 22)

Required Reading (January 22):

*Salamon, "Training Professional Citizens: Getting Beyond the Right Answer to the Wrong Questions in Public Affairs Education," *Journal of Public Affairs Education*, Vol. 11, No. 1 (2005), pp. 7-19.

Goldsmith and Eggers, *Governing by Network*, Chapter 1, pp. 3-24.

2. The New Governance Paradigm vs. Alternative Conceptions (Classical Public Administration, Implementation Studies, Privatization, and Reinventing Government) (January 29)

Required Reading (January 29):

- *Vincent Ostrom, *The Intellectual Crisis in American Public Administration* (University, Ala: University of Alabama Press, 1973), pp. 20-41.
- *Robert Nakamura and Frank Smallwood, *The Politics of Policy Implementation*, pp. 1-66;
- *E.S. Savas, *Privatization: The Key to Effective Government*, ch. 1, pp. 3-12, 35-57.
- *David Osborne and Ted Gaebler, *Reinventing Government*, Introduction and Chs. 1-2, pp. 1-48;
- Salamon, "The New Governance and the Tools of Public Action," in Salamon, *The Tools of Government*, Ch 1, pp. 1-19;
- Salamon, "The Tools Approach and the New Governance: Conclusions and Implications," in Salamon, *The Tools of Government*, Ch. 22, pp. 600-610.

3. The Tools Approach: Basic Analytics (February 5)

Required Reading (February 5)

- Salamon, "The New Governance and the Tools of Public Action," in Salamon, *The Tools of Government*, Ch 1, pp. 19-41.
- Goldsmith and Eggers, Ch. 4, pp. 55-92.
- *H. Brinton Milward and Keith G. Provan, *A Manager's Guide to Choosing and Using Collaborative Networks*, (IBM Center for the Business of Government, 2006), pp. 1-25.
- *Anne Schneider and Helen Ingram, "Behavioral Assumptions of Policy Tools," *Journal of Politics*, Vol. 52, No. 2 (May 1990), pp. 510-529;
- Arthur Ringeling, "European Experience with Tools of Government," in Salamon, *The Tools of Government*, Ch. 21, pp. 585-599. Goldsmith and Eggers, Ch. 4, pp. 55-92.

**Briefing Book Section 1: Due 5 p.m. ,
Thursday, February 8**

4. Direct Government (February 12)

Required Reading (February 12)

Christopher Leman, "Direct Government," in Salamon, ed., *The Tools of Government*, Chapter 2, pp. 48-79.

Charles Goodsell, *The Case for Bureaucracy*, chs. 1-4, 6,7. pp. 1-103, 133-184.

*Donald Kettl, *Sharing Power*, Chapter 2, pp 21-40;

*Elliott D. Sclar, *You Don't Always Get What you Pay For*, Ch. 3, pp. 47-68.

*Robert Denhart and Janet Vinzant, "The New Public Service," *Public Administration Review*, 60, No. 6 (2000), pp. 549-559.

*James Fesler and Donald Kettl, *The Politics of the Administrative Process* (Chatham House), Chapter 3, pp. 39-60.

5. Grants-in-Aid I (February 19)

Required Reading (February 19)

David Beam and Tim Conlan, "Grants," in Salamon, ed., *The Tools of Government*, Chapter 11, pp. 340-380.

*James L. Sundquist, *Making Federalism Work* (Washington, DC: The Brookings Institution), Chapt. 1, pp. 1-31.

*Harold Seidman and Robert Gilmour, *Politics, Position, Power*. Fourth Edition (New York: Oxford University Press, 1986), Chapt. 9, pp. 195-218.

*Kenneth Finegold, Laura Wherry, and Stephanie Schardin, "Block Grants: Historical Overview and Lessons Learned," Urban Institute, 2004.

http://www.urban.org/UploadedPDF/310991_A-63.pdf

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| Grants-in-Aid Team Reports |
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6. Grants-in-Aid II (February 26): Grant-in-Aid Practicum Session

Required Reading (February 26)

*Kaiser Commission, "Section 1115 Waivers in Medicaid and the State Children's Health Insurance Program: An Overview," (July 20, 2001).

<http://www.kff.org/medicaid/loader.cfm?url=/commonspot/security/getfile.cfm>

*Timothy J. Conlan. *Grants Management in the 21st Century: Three Innovative Policy Responses* (IBM Center for the Business of Government, October 2005)

*Practicum Materials—to be distributed February 19

7. Contracting I (March 5)

Required Reading (March 5)

Steve Kelman, "Contracting," in Lester M. Salamon, *The Tools of Government*, ch.9, pp. 282-318.

- *Richard A. Stubbins, *The Defense Game* (New York: Harper and Row, 1986), pp. 164-218.
- Cooper, Phillip J., *Governing by Contract: Challenges and Opportunities for Public Managers*, pp. 1-159.
- *Elliott D. Sclar, *You Don't Always Get What you Pay For: The Economics of Privatization*, pp. 1-46, 69-93.

**Contracting Team
Reports**

Briefing Book Section 2: Due March 7

March 12: Spring Break—No Class

8. Contracting II (March 19): Practicum Session

Required Reading (March 19)

- *Ruth de Hoog. "Human Services Contracting: Environmental, Behavioral, and Organizational Conditions," *Administration and Society*, Vol 16, No. 4 (February 1985), pp. 427-454.
- *David M. van Slyke, "The Mythology of Privatization in Contracting for Social Services," *Public Administration Review* Vol. 63, No. 3, (May-June 2003), pp. 296-313.
- *Kathryn G. Denhart, "The Procurement Partnership Model: Moving to a Team-Based Approach," in Mark S. Abramson and Roland S. Harris, *The Procurement Revolution* (Lanham: Rowman and Littlefield, 2003), pp. 59-86.

Materials for Contracting Skill Session (to be distributed March 5)

9. Regulation I (March 26)

Required Reading (March 26):

- *Cornelius M. Kerwin. *Rulemaking: How Government Agencies Write Law and Make Policies*. Second Edition. (Washington: Congressional Quarterly Press, 1999), Chapters 2 and 3, pp. 40-120.
- Peter Schuck, "Tort Liability," in Salamon, ed., *The Tools of Government*, Ch. 15, pp. 466-489.
- Peter May, "Social Regulation," in Lester M. Salamon, ed., *The Tools of Government*, Ch. 5, pp. 156-185
- Roger Noll/Lester Salamon, "Economic Regulation" in Lester M. Salamon, ed., *The Tools of Government*, Ch. 4, pp. 117-155.
- Robert Nakamura and Thomas Church, *Taming Regulation*, pp. 1-108

Regulation Team Reports

10. Regulation II (April 4--Tentative): Practicum Session

Required Reading (April 4)

*Eugene Bardach and Robert A. Kagan, *Going by the Book: The Problem of Regulatory Unreasonableness* (Philadelphia: Temple University Press, 1982), pp. 123-151.

*Malcolm K. Sparrow, *The Regulatory Craft* (Washington: Brookings Institution Press, 2000), pp. 17-43.

Practicum Session Materials

11. Vouchers (April 9)

Required Reading (April 9):

Eugene Steuerle and Eric Twombly, "Vouchers," in Lester M. Salamon, *The Tools of Government*, Ch. 14, pp. 445-465.

*Herman M. Somers and Anne Ramsay Somers, *Medicare and the Hospitals*, (Brookings, 1967), pp. 25-42, 154-196.

*Douglas Besharov, "Child Care Vouchers (and Cash Payments)" in Eugene Steuerle, *Vouchers*, (Washington: Urban Institute Press).

Voucher Team Reports

12. Loans, Loan Guarantees, and Tax Expenditures (April 16)

Required Reading (April 16):

Budget of the United States Government, FY2001, Analytical Perspectives, pp. 187-214.

Tom Stanton, "Loans and Loan Guarantees," in Lester M. Salamon, *The Tools of Government*, ch. 12, pp. 381-409.

Christopher Howard, "Tax Expenditures," in Lester M. Salamon, *The Tools of Government*, Ch. 13, pp. 410-434.

Quiz

Loan Team Reports

14. Conclusions: Public Management in the Era of Third-Party Government—Towards a New Governance (April 23)

Required Reading (April 23):

Donald Kettl, “Managing Indirect Government,” in Salamon, *The Tools of Government*, ch. 16, pp. 490-511.

Paul Posner, “The Accountability Challenge of Indirect Government,” in Salamon, *The Tools of Government*, ch. 18, pp. 523-551.

Steven R. Smith and Helen Ingram, “Policy Tools and Democracy,” in Salamon, *The Tools of Government*, ch. 20, pp. 565-584.

Goldsmith and Eggers, *Governing by Network: The New Shape of the Public Sector*, Chaps. 5, 7-8, pp. 93-120, 157-188.

REVISED VERSION OF FULL BRIEFING BOOK DUE BY 5 P.M., Friday, MAY 4 IN PROFESSOR SALAMON’S OFFICE AT IPS