



MANAGEMENT MATTERS

the public management research association newsletter

July 2004, Vol. 2, No. 1

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What is Public Management?

Laurence E. Lynn, Jr.
Texas A&M University

Prepared for delivery at the panel "Perspectives on Public Management," 25th Annual Research Conference of the Association for Public Policy Analysis and Management, Washington, D.C., November 8, 2003.

On Wednesday, October 29, 2003, the House Committee on Science held hearings on the findings of the Columbia Accident Investigation Board report.

The following questions were submitted in advance to each witness:

- What does it mean for a safety program to be "independent"?
- How can safety programs be organized to ensure that they are robust and effective, but do not prevent the larger organization from carrying out its duties?
- How do you ensure that the existence of an independent safety program does not allow the larger organization to absolve itself of responsibility for safety?
- How do you ensure that dissenting opinions are offered without creating a safety review process that can never reach closure?

The Committee's statement on the hearings noted that the Rogers Commission created in the aftermath of the 1986 Challenger accident, a 1990 GAO report, the 2002 Space Shuttle Competitive Task Force, and now the CAIB all documented the absence of and need for an independent safety assurance function. During this time, NASA had three administrators: Richard Truly, James Fletcher, and, the longest serving, Daniel Goldin. Sean O'Keefe inherited the organization that produced the Columbia accident.

Currently the Shuttle Program is responsible for schedule, cost, and safety. The CAIB recommended that the safety responsibility be removed to a separate Technical Engineering Authority responsible to NASA Headquarters, elevating the managerial level at which conflicts between schedule and safety is resolved and changing the job of the NASA Administrator.

Call for Proposals For A Secretariat for the Public Management Research Association

The Public Management Research Association (PMRA) requests proposals for provision of a Secretariat to support the Association. At present, the PMRA secretariat is on an interim basis and the Board of Directors seeks a permanent secretariat. The interim secretariat does not intend to submit a proposal. The Board asks that universities or other entities which submit proposals be prepared to contribute staff and other resources to support the following functions and services:

- Establish and maintain the Association's bank account.
- Maintain liaison with the Association's treasurer and other association officers.
- Manage and keep current the PMRA website.
- Maintain liaison with Oxford University Press (OUP). OUP publishes the *Journal of Public Administration Research and Theory* that the association sponsors. OUP will continue to maintain the annual membership roster and to collect dues and subscription fees.
- Handle and direct all membership and subscriber inquiries.
- Keep the PMRA brochure and other marketing materials up-to-date and available to members and potential members.
- Maintain and keep up-to-date the PMRA letterhead.
- Organize, edit, and publish a semiannual newsletter for the Association.

This particular issue is an example of what public management as a field of scholarship, teaching, and practice ought to be about.

I was drawn to address the question What is public management? in accepting two recent opportunities: (1) to write the chapter on "Public Management" in the recently published Handbook of Public Administration published by Sage and edited by Jon Pierre and B. Guy Peters (Sage 2003) ¹, and (2) to co-edit, with Ewan Ferlie and Christopher Pollitt, the forthcoming Oxford University Press Handbook of Public Management, the commissioning of which provides evidence of the recognition being accorded to this field of research and teaching around the world. Briefly, these two projects have given rise to the following thoughts.

American public administration's classic literature understood management to be the responsible and lawful exercise of discretion by public administrators. In this view, which, is, incidentally, the view of contemporary scholars of political economics, public management is a structure of governance, that is, a constitutionally sanctioned formalization of managerial discretion, a delegation, intended to enable government to effect the will of the people or, expressed in Madisonian terms, enforce the bargains among members of an enacting coalition. The big questions in this literature was (and still is): how much discretion, how much delegation, what kinds of guidance and oversight for public managers?

In contrast, literature since the 1970s has tended to view public management from a craft perspective, that is, as strategic behavior and skilled practice by individuals performing managerial roles in the public sector. This perspective is actually as old as the Brookings Institution's Graduate School of Economics and Government, founded in 1924, and it is found in the work, for example, of Arthur Macmahon, John Millett, and the Public Administration Clearing House from the 1930s through the 1950s. But the policy schools and APPAM appropriated it as their own, claiming it to be original, and it is the now the prevailing view in much of the more popular American public management literature (although not in Europe and elsewhere) often under the heading of "best practices" or "smart practices" or "problem solving". The unit of analysis is the individual manager or the problem or the case, and the big question from this perspective is: What should public managers do in the specific circumstances in which they find themselves?

The third perspective on public management, public management as an institution, is both as old as The Federalist, Henry Adams, and Woodrow Wilson's 1887 essay and as new as the "New Public Administration" of the 1970s, the Blacksburg manifesto, "creating public value," the recent interest in a postmodern public administration, and, more generally, the contemporary study of institutions in economics, sociology, and political science. To the extent that public managers practice their craft responsibly, that is, that they respect constitutional restraints and routinely evince values that are widely held to be legitimate and appropriate (rather than narrowly partisan or self regarding), then public management becomes even more than structure and craft: an institution of democratic governance, a legitimizing element. Public management as an institution observes "rules of practice", that is, de facto restraints on or guides to managerial behavior, that ensure their legitimacy within a constitutional, or de jure, regime or within a regime of representative or participatory democracy. The big question from this perspective is: What is the appropriate normative orientation for public managers operating within a given governance regime?

My argument, then, is straightforward: properly understood, public management as a field is more than law and formal structure, more than craft and problem solving, more than managerial values. The field is about

comprehending the significance and influence of all three: it is governance and craft legitimized by a self-conscious sense of managerial responsibility to the polity. In this view, it is intellectually unhealthy for older programs in public administration to focus too narrowly on the organization as the unit of analysis. It is intellectually unhealthy within the APPAM community to focus too narrowly on the manager and the case. It is intellectually unhealthy within the public administration theory community to focus too narrowly on normative issues.

Where does this perspective take us as far as our scholarship and teaching are concerned?

The controversies surrounding the National Aeronautics and Space Administration provide a good example. Take the problem of ensuring adequate consideration of safety-of-flight issues. At one level, this is a structural question, as the House Committee on Science's questions indicate: how do you structure an agency so that safety-of-flight considerations can be independently evaluated in real time? At another level, it is a practice question. It concerns the actions of Sean O'Keefe, NASA's Administrator, and his key subordinates in the face of a set of inchoate concerns over possible damage to the Columbia shuttle, but not O'Keefe alone but also the actions of these prior administrators who apparently failed to solve the problems made obvious by the 1986 Challenger accident and the Rogers Report. Finally, safety of flight is, as the Columbia Accident Investigation Board report emphasized, an institutional question, a cultural question, a matter of the managerial values that are routinely enacted within NASA. A public management analysis of NASA's problems must take into account structure, practice, and values or culture.

In my classes, I routinely include a segment on "Public Management in the News." If you embrace the perspective on public management that I am advocating, then you will agree that we have been through an extraordinary period of public management news just at the national level:

- the Columbia accident;
- the recent failure of the electric power grid which, the reporting reveals, involves structures, practices, and the institutionalized values of managers;
- the Department of Homeland Security: how do you set it up, how do you manage it, how will a distinctive culture that overcomes the separatist perspectives of the 22 component agencies evolve? How do you both lift the lamp and keep them out?
- the Federal Bureau of Investigation: a score of stories over the last 12 months reveal a decentralized, clannish organization largely out of control. Will Mueller's particular approach to reorganization enable him and his people to accomplish that delicate balance of empowering the agents and keeping them on the reservation? As a matter of practice, how do you do that? And how can the FBI be transformed from an organization that arrests criminals to one that prevents crime?
- the Internal Revenue Service, an organization that suffers from many of the same problems as the FBI and that cannot, after decades of extremely expensive effort, seem to modernize its masterfile. It remains internally fragmented and wedded to outmoded operating methods. How do you change that?

RFP for PMRA Secretariat continued:

Recognition associated with serving as PMRA secretariat:

The name of the program and university serving as PMRA secretariat will appear on PMRA letterhead, in the brochure, and in other promotional materials. The PMRA secretariat's contact details and location (program and university) will also appear in *Journal of Public Administration Research and Theory* and in *Management Matters*, the PMRA newsletter. All contact information, such as telephone and fax numbers and e-mail addresses will identify the program and the university providing the secretariat. The date of transition from the interim to the permanent secretariat is negotiable.

Submit proposals to Hal G. Rainey, PMRA Secretariat Committee Chair, at the address below by October 30, 2004. The Secretariat Committee, which also includes H. George Frederickson and Beryl A. Radin, will review the proposals. For questions and inquiries, contact Hal Rainey.

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Meier Names Internationalization Committee

As part of the announced priorities for his term, PMRA President Ken Meier has appointed an Internationalization Committee with the following charge:

Public Management is an international field in both scholarship and practice. The public management community has much to gain from continued interactions that cross national boundaries. The PMRA internationalization committee is to discuss and propose a strategy to increase the international exposure of the association and to facilitate the cross national exchange of scholarship. The scope of the internationalization committee should include whether or not PMRA should sponsor international conferences, what the relationship of PMRA should be to existing international management associations, and any other factors the committee deems relevant. The committee should report to the executive board of the association by December 17, 2004.

Committee Members:

Laurence J. O'Toole, University of Georgia (Chair)

Carolyn Heinrich, University of Wisconsin Madison

Ann Chih Lin, University of Michigan

Patrick Kenis, Tilburg University

Richard Walker, University of Hong Kong

PMRA members with suggestions as the concerning the internationalization of PMRA are encouraged to contact Larry O'Toole (cmsotoole@uga.edu) or other members of the internationalization committee.

- creating a contracting regime for the reconstruction of Iraq: contracting out, there's a subject we know something about, and yet the controversies grow. How do you structure a Coalition Provisional Authority? How do you structure its contracting regime? How do you then manage in the face of the well-known conflicts of interest, conflicts of values, political pressures, and distractions?
- Donald Rumsfeld; APPAM's public management community once embraced "Rumsfeld's Rules" as an icon of best practice. He seems to be violating most of them. What's going on? He complains about the structures in which he is forced to manage a war on terror, calls for new organizations. Would reorganization enable him to be a better manager? Is he a good public manager?
- President Bush's performance management scorecard. Crude, political, and dead wrong about NASA. Yet maybe more effective in getting agency attention to management than anything PPBS, ZBB, and other reforms ever did. Why? How?
- modernizing the Veterans Administration; this is good, old-fashioned direct bureaucracy and current Secretary seems to be doing well at dramatically improving the quality and efficiency of health care delivery. He's doing poorly on the Bush scorecard. Why? What are we learning: about the VA and the scorecard?

To address such issues as scholars and teachers, we are required, as Steven Kelman argued in his plenary remarks at this Conference, to be broadly interdisciplinary: to be conversant with organization theory, political economy, social psychology, and a variety of methods and epistemologies. Approached from a three-dimensional perspective, public management is a distinctively exciting and important academic field.

To reiterate: delegation, craft, and managerial values: that's what public management is all about.

Footnote

¹ This paper was provided to the panel's participants and discussants.

New Editor for J-PART Announced

The October 2004 and January 2005 issue of the Journal of Public Administration Research and Theory mark two very important changes. First, with this issue of JPART, Beryl A. Radin finishes her term as managing editor. The new editor, Carolyn J. Heinrich, takes up her post starting with the January 2005 issue.

In 1998, when Beryl agreed to become managing editor, she firmly indicated that she wished to serve a five year term. Despite my entreaties, she could not be dissuaded. During the past five years Beryl has steadily strengthened the quality of the journal. Her work with authors, particularly through the sometime arduous processes of revision and resubmission, has been a splendid mix of adherence to the highest of scholarly standards and attention to the unique possibilities of each manuscript and each author. She made refereeing JPART manuscripts especially interesting by instituting a system of sharing among the referees their evaluations of each manuscript. This process has done much to make JPART both a scholarly journal and a home for the community of public administration and public policy scholars.

We thank Beryl for all she has done for JPART and for all that she has contributed to the study of public policy and administration. And we thank both the University at Albany and the University of Baltimore for supporting JPART during Beryl's term.

The new JPART Editor is Carolyn J. Heinrich, Associate Professor of Public Affairs at the LaFollette School of Public Affairs, University of Wisconsin. Carolyn is a Summa Cum Laude graduate of Beloit College and holds both an MA and a Ph.D. from the Harris Graduate School of Public Policy Studies of the University of Chicago. She has published in JPART, as well as in the Public Administration Review, Journal of Policy Analysis and Management, Journal of Labor Research, Review of Economics and Statistics, Journal of Human Resources, Review of Political Economy, and the American Economic Review. She is co-editor with Laurence E. Lynn, Jr., of Governance and Performance: New Perspectives and co-author with Laurence E. Lynn, Jr., and Carolyn J. Hill, of Improving Governance: A New Logic for Empirical Research.

The careful reader will have noticed that Carolyn is designated the editor of JPART, rather than the managing editor. All of the previous managing editors, Richard T. Mayer, Stuart I. Bretschneider, and Beryl J. Radin, have, in fact functioned as the JPART editor, exercising primary control over the processes of manuscript management all the way from assigning referees, to evaluating referee recommendations, to overseeing the processes of revision and resubmission and to final publication decisions. These JPART functions and responsibilities are akin to the functions and responsibilities of those with the title editor at most other scholarly journals. So, Carolyn will carry the title editor.

At present the role of the JPART editor-in-chief is to serve as the liaison to the Public Management Research Association, the professional association home of JPART. I also serve as the liaison between JPART and Oxford University Press, the publisher of JPART. I manage the finances of the journal and, with the editor, select the members of the board of editors. Finally, I exercise general oversight over journal affairs and am ultimately responsible for its care.

Second, as the new editor of JPART, Carolyn's first decision was to take the journal full-tilt into the electronic age and onto the internet. The following announcement is of major importance to all members of PMRA and all JPART subscribers.

H. George Frederickson
Editor-in-Chief



The Church of St. Laurence O'Toole

While driving through the lovely little village of Roundwood in western Ireland, I happened upon the Church of St. Laurence O'Toole. For evidence I took the photograph which appears here and sought out the pastor. He said that he and his parishioners worship St. Laurence O'Toole because they believe the universe to be a large network. O'Toole's writings on network theory are taken as a scriptural account of the workings of the universal network.

H. George Frederickson

Don't forget to check out the PMRA website at:

www.pmrnet.org

Position Openings in Public Administration

The Robert M. La Follette School of Public Affairs at the University of Wisconsin–Madison invites applications for a position, beginning August 2005, at the rank of assistant or associate professor. We are particularly interested in scholars engaged in innovative public management research with strong empirical analysis or practical applications or both.

Appointment to this position can be fully in the La Follette School or joint with an appropriate department at the university (for example, the Department of Political Science or Department of Economics). Teaching responsibilities will include a graduate course in public management. Teaching will also be required in any department that shares the appointment with the La Follette School. This position offers a competitive salary.

Degree and Area of Specialization

Ph.D. in Political Science, Public Policy, Public Administration, Economics, or a related social science field.

Begin date: August 2005. Application deadline: November 1. Applicants should submit a curriculum vitae, at least three letters of reference, and samples of their written work. Materials should be sent to: Chair, Public Management Search Committee, Robert M. La Follette School of Public Affairs, University of Wisconsin–Madison, 1225 Observatory Drive, Madison, WI 53706–1296. Unless confidentiality is requested in writing, information regarding applicants must be released upon request. Finalists cannot be guaranteed confidentiality. The University of Wisconsin–Madison is an equal opportunity employer. Interviews will begin shortly after the application deadline and continue until the position is filled.

The Department of Public Administration at the University of Kansas announces that it has been authorized to add three new positions. Watch for recruitment details in upcoming issues of *Management Matters* and in other public policy and administration media. Contact H. George Frederickson at gfred@ku.edu for preliminary details.

J-PART Goes Electronic

In January 2005, JPART will go electronic! Keeping in step with other top academic journals, JPART is adopting a new electronic manuscript processing and review system that will benefit everyone. Authors should anticipate a reduction in time from manuscript processing to first decision; reviewers can receive manuscripts and submit their reviews from any location (via secure web transmission); the administrative costs of managing the review process should be significantly reduced, and communications among all should be streamlined.

JPART will use the Editorial Express system for manuscript processing and review. Editorial Express is a newer system that is used by a growing number of journals, including: the *American Economic Review*, the *Journal of Analysis and Management*, *State and Local Government Review*, *Demography*, and approximately 15 other social science journals. We are customizing this system so that the style and features of JPART that we all currently appreciate will continue—e.g., correspondence from the editor using JPART letterhead, copies of referee reports sent to all reviewers, prompt feedback about final manuscript decisions, etc.—with the primary difference that these exchanges will be electronic.

For authors, beginning on January 1, 2005, you will go to:
<http://gemini.econ.umd.edu/jpart>

to submit your manuscripts. If you are not already in the Editorial Express system database, you will be asked to complete an electronic form that will record your contact information. Instructions are straightforward from that point. Manuscripts can be submitted in Microsoft Word or pdf form, and acknowledgments will be sent immediately following their submission.

Referee reports will be uploaded at: http://gemini.econ.umd.edu/jpart_ref. This information will be included in correspondence with manuscript reviewers.

Editorial Express offers excellent 24/7 support services to its users, and anyone with questions about using the system will also have the option of contacting the editor for assistance.

Carolyn Heinrich
Editor

‘Determinants of Performance In Public Organizations’ Cardiff University, Wales, UK, 6th-8th May 2004

George Boyne
Cardiff University

Richard M. Walker
University of Hong Kong &
Cardiff University

The purpose of this international conference was to bring together scholars who are working at the leading edge of research on performance in public organizations. The conference participants are collectively setting a research agenda on the determinants of organizational performance, and especially on the role of management in public service improvement.

The conference was sponsored jointly by the Advanced Institute of Management (which is funded by the UK’s Economic and Social Research Council) and PMRA. It was hosted by Professors George Boyne and Richard Walker of Cardiff University, who are Advanced Institute of Management Public

Service Research Fellows. The conference was developed directly from joint work being undertaken by George, Richard, Ken Meier (Texas A&M) and Larry O'Toole (University of Georgia). Publications from the conference are scheduled to include a special issue of JPART in 2005 and an edited book.

The papers presented at the conference were:

Gene A. Brewer (University of Georgia)
In The Eye Of The Storm: Frontline Supervisors And Federal Agency Performance

Sanjay K. Pandey (Rutgers University), David H. Coursey (Florida State University) and Donald P. Moynihan (Texas A&M University)
Management Capacity and Organizational Performance: Can Organizational Culture Trump Bureaucratic Red Tape?

Gregory Hill (Texas A&M University)
Long-Term Effects of Managerial Succession: An Application of the Boyne/Dahya Model

Melissa Forbes and Larry Lynn (Texas A&M University)
How Does Public Management Affect Government Performance? Findings from International Governance Research

Carolyn J. Heinrich (University of Wisconsin-Madison) and Carolyn J. Hill (Georgetown University)
How Does Governance Influence Substance Abuse Treatment Strategies? State Policies and Naltrexone Adoption

Keith G. Provan (University of Arizona), Kimberley Roussin Isett (Texas A&M University) and H. Brinton Milward (University of Arizona)
Cooperation and Compromise: A Network Response to Conflicting. Institutional Pressures in Community Mental Health.

Ewan Ferlie and Rachael Addicott (University of London – Royal Holloway)
Determinants of Performance in Cancer Networks – A Process Evaluation.

Katharina Hauck, Nigel Rice, Peter C. Smith and Andrew Street (University of York)
Explaining variations in health authority performance: A multivariate hierarchical modelling approach.

Mary O'Mahony, (National Institute of Economic and Social Research)
Outcome based measures in international comparisons of public service provision.

Graeme A Hodge (Monash University) and Anne Rouse (University of Melbourne)
Outsourcing Government Information Technology Services: An Australian Case Study.

Yousek Choi and Carolyn J. Heinrich (University of Wisconsin-Madison)
Privatization and performance-based contracting in public welfare programs: The challenge of promoting accountable administration.

Rhys Andrews (Cardiff University), George Boyne (Cardiff University), Ken Meier (Texas A&M), Larry O'Toole (University of Georgia) and Richard Walker (Cardiff University)
Workforce Diversity, Organizational Strategy and Public Service Performance: An Empirical Analysis.

David W. Pitts (The University of Georgia)
Diversity, Representation & Performance: Evidence about Race and Ethnicity in Public Organizations.

Patrick Kenis (Tukburg University)
Control as a determinant of performance in public organizations.

Hal G. Rainey (University of Georgia) and Young Han Chun (Chung-Ang University)
Consequences of Goal Ambiguity in Public Organizations

Copies of these papers can be found at www.clrgr.cf.ac.uk

The Theory of Non-Administration

Knute & Thor Bjunglesson

We are in the middle of a revolution. Informed persons associated with government and the affairs of state are casting off their bureaucratic ways, overcoming primitive instincts to lead, conquering inclinations to organize, and rejecting the silly idea that they can make a difference.

They have discovered the most important new development in public affairs since the invention of tax withholding: non-administration.

Today non-administration is the most rapidly growing specialization in public affairs. The Bureau of Passive Implementation estimates that two of every three persons associated with government and public affairs now describe themselves as non-administrators. What kind of officials are these non-administrators? Who are these pathfinders bold enough to abandon management? Are they weirdos? Are they buffoons? Are they craven toadies?

Not at all.

They are very much like you and me. They are from every applied field of public policy and from every level of government—national defense, agriculture, education, law enforcement, sewer maintenance. They are all ages, races, and all three sexes.

For some, non-administration is appealing because it saves the taxpayers money. When the law enforces itself, when programs carry themselves out, the economics of non-administration are enormous. The Bureau of Passive Implementation and former Vice President A. Gore's National Performance Review estimate that non-administration saves over five billion dollars annually.

But it is not just savings which motivate non-administrators. They are bound together in a spiritual and moral kinship. For

Comings and Goings

Lisa Bingham (Indiana University) and **Rosemary O’Leary** (The Maxwell School of Syracuse University) have received a 7th year of funding from the Hewlett Foundation to continue their research on conflict resolution, with a special focus on its importance for the field of public administration.

Dennis M. Daley is currently serving as Chair of the Faculty (2003-2005) at North Carolina State University. As the elected leader of the faculty, he represents the faculty in university affairs, presides over the Faculty Senate, and coordinates the university grievance system.

Richard Feiock of Askew School of Public Administration at Florida State University and **Mark Lubell** of the Environmental Science and Policy Department at the University of California Davis were awarded a three-year grant of \$301,000 from the National Science Foundation to investigate how administrative institutions and governance arrangements influence local land use decisions.

Patracia Ingraham is the winner of the 2004 John Gaus Lecture Award given by the American Political Science Association.

Jocelyn Johnston, on leave from the University of Kansas, has been appointed Visiting Associate Professor in the Department of Public Administration at American University for the 2004-2005 academic year.

Don Kettl has been appointed Stanley I. Sheerr Endowed Term Professor in the Social Sciences at the University of Pennsylvania and Professor of Political Science. He will be teaching in the public policy program at the university’s Fels Institute of Government.

them, non-administration is life itself. The simple but profound phrases taken from their spiritual leaders, Mr. J.T. Kirk to “beam me up, Scotty,” and Mr. J-L. Picard, to “make it so,” sum up their zeitgeist. When in groups, non-administrators will recognize one another, but good non-administrators resist the temptation to invite other non-administrator home for dinner and invite them to stay over. This explains why non-administrators are not born every day.

Non-administration is easy. In his rightfully famous book The Zeitgeist of Non-Administration: The Totality of the Whole, Dr. M. Flaccid describes the beauty, simplicity, and freedom of an existence without the intrusion of goals, structures, and, above all, schedules. Such techniques have been tried time and time again and have always failed, leaving bureaucrats disappointed and even depressed. Non-administrators avoid such perils by abandoning linear thought, competitive behavior, and the false promise of continuous improvement.

The advanced practice of non-administration enables one to transcend temporal affairs and be at one with the natural organization. This is the Zen of Non-Administration; or to some it is simply The Way. In The Way one controls one’s own life. To non-administer is to know. To know is to non-administer. To non-administer is to be at one with all other non-administrators and with the cosmic organization. The ultimate achievement of the Zen of Non-Administration was by The Venerable H. Kong who is not merely practicing non-administration, he has become non-administration itself. In this euphoric state he non-administers the Department of Fisheries of what is now the Peoples Republic of China. He took his position in the era of the Nationalists and has retained the position through the Communist Revolution, the Cultural Revolution, and now the Capitalist Revolution. Now in his nineties, it is said that the Venerable Kong never in his entire career uttered a word or in any other way gave an instruction, yet the Department of Fisheries flourishes.

It is true that to some the Zen of Non-Administration may be difficult to understand. For those unfortunate readers it is necessary to provide simple examples and references.

First, what are the greatest non-administration movies?

Being There. Chauncey Gardiner is the long-time gardener for a deceased man in Washington, DC. He is a reserved, dignified, quiet, and contemplative man—traits virtually unknown in Washington, DC. Through a series of circumstances his wisdom and steady non-administration come to the attention of national leaders. In the end he becomes an advisor to the president of the United States.

Dave. Dave, an ordinary person, looks exactly like the president of the United States. When the president dies, Dave, without the knowledge of the people, is put in the president’s place. In the beginning Dave cleverly practices non-administration and then loses his bearings and begins to lead, ending in tragedy.

The Caine Mutiny. The crew of the Caine mutiny when their captain, a Mr. C. Queeg, fails to practice non-administration.

What are the best graduate degrees to take if one is preparing for a career of non-administration?

Law. America’s law schools have long been the primary source of top non-administrators. In the study of law it is assumed that laws can change things and that they carry themselves out. The training in combative argumentation

is a powerful tool in the capable hands of the attorney determined to see things not happen. Lawyers receive no training whatsoever in how to make things happen—a perfect education for the non-administrator. Lawyers are, of course, especially happy when they are elected to legislative office where they can pass laws and then prevent things from happening.

Public Policy. A master's or doctoral degree in public policy is also good training for non-administration. This field of study specializes in the detailed analysis of policy alternatives using statistics and econometrics and the assumptions of the private marketplace. This field of study has a sub-field known as “policy implementation,” in which it has been conclusively demonstrated that policy is heavily influenced by political, social, and economic factors, and is really hard to carry out. Only Ivy League and other prestigious universities are allowed to give such powerful degrees. In policy study this is the guiding precept: policy matters and those who make it are queen bees. Policy implementation seldom matters and is best left to worker bees, especially those who graduated from public (ugh) universities.

Planning. Planning is an excellent field of study and profession for non-administration. In planning it is understood that until the plan is fully developed it should not be carried out.

What is the worst field of graduate study for non-administrators?

Public Administration. Both the field of study and the profession of public administration continue to follow the hopelessly out-of-date notion that laws, plans and policies should be carried out. This dangerous idea still has a few adherents who tend to specialize in arcane subfields such as budgeting and human resources administration. They are to be despised and ridiculed and, when possible, kept from the company of honorable people. If that is not possible, each administrator should be given vigorous wedgies daily by some elected official.

There are several honorable fields of graduate study such as education, social work, public works engineering, criminal justice, international relations, library and information sciences, which prepare one for the day-to-day work of public schools, government agencies and non-profit organizations. Those studying in these fields should, however, avoid any association with administration because it is everywhere evident that such organizations are at their best when non-administered.

Who are some of the most distinguished non-administrators in history?

Gerald Ford. President of the United States at a time of double-digit inflation, Mr. G. Ford suggested that all Americans should wear a little campaign button saying W-I-N for “Whip Inflation Now.”

Dr. P. Bismol wrote the now famous book Overcoming Diarrhea Through Willpower.

All Folk Singers. Folk singers are especially gifted observers of social problems and with catchy tunes about hammering out danger, keep us amused and entertained.

Cicero. Cicero is the non-administrator most associated with the philosophy of the stoics. He taught that one could lose one's self-respect if one attempts to do something really hard and fails. It is better to be a monk and to live on a mountaintop.

Mr. B. B. Rebozo. Mr. Rebozo was a close friend and advisor of Mr. R. Nixon, former President of the United States of America. He counseled his friend to ignore the media on that Watergate thing.

Justin Marlowe has taken an appointment as an assistant professor at the University of Kansas.

Jae Moon is taking a two year leave from the Bush School at Texas A&M and will teach at Korea University in Seoul.

Karl Nollenberger has been appointed as the Academic Director of the MPA Program at the Illinois Institute of Technology starting June 22. He previously spent 30 plus years in local government around the country and served as the President of ICMA and is a NAPA Fellow.

Rosemary O'Leary has been appointed Distinguished Professor of Public Administration at the Maxwell School of Syracuse University.

Georgetown University Press has recently launched a new series, Public Management and Change. Edited by Professor **Beryl Radin**, the new series seeks to publish research and theoretical contributions that advance the understanding of public institutions and their management, both of which have entered an era of significant change. The first book to be published in this series will be: **Norma M. Ricucci**, *How Management Matters: Street Level Bureaucrats and Welfare Reform*. The book is scheduled for release in spring 2005.

Carl Stenberg has been appointed as Professor of Public Administration and Government at the University of North Carolina, Chapel Hill.

Curtis Wood has taken an appointment as an assistant professor at Northern Illinois University.

MANAGEMENT MATTERS

the public management research association newsletter

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