1976

Graduate Program in Public Administration 1976

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NOVA UNIVERSITY
GRADUATE PROGRAM IN PUBLIC ADMINISTRATION

AN INTRODUCTION TO THE PROGRAM
AN INTRODUCTION TO THE PROGRAM

Nova University Graduate Program
In Public Administration
3301 College Avenue
Fort Lauderdale, Florida 33314
(305) 587-6660

June, 1976
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ALL DATA SUBJECT TO CHANGE BY PROGRAM DIRECTOR.
Welcome to the Nova University Graduate Program in Public Administration (GPPA). In several respects this Program is significantly different from other academic programs in which you have participated.

One of the distinctive features of the Nova Program is that the Program is not bound to a precise calendar schedule. A cluster may start in any area at any time, provided sufficient participants are enrolled. Some of you have enrolled in a cluster that may not be scheduled to begin for several months. An orientation meeting will be scheduled when twenty or more participants are enrolled (with the expectation that additional participants will enroll by the time the first regular meeting is held). The first cluster session will begin approximately four to six weeks later (when at least 25 participants have enrolled). You will find it helpful to read this Introduction at your earliest opportunity, and you will find it advantageous to begin preparation for the Program as soon as possible.

I. ENROLLMENT

Those who have been provisionally approved may proceed in the Program. Consideration of your application is the responsibility of the Admissions Committee, and the formal notification that the participant has been accepted is sent from the Registrar's Office.

Certain documents are required: (a) the application form; (b) the essay, a typed statement concerning your career objectives and related matters; (c) three letters of recommendation, (d) official transcripts of your academic record; and (e) a check in the amount of $200. The Admissions Committee will not reach any decision without (a), (b), and (e). A provisional decision may be made while waiting for all three letters of recommendation without waiting to receive the transcripts, since the assumption is made that you have given correct information about your academic record. However, the final admission requires a full set of documents; it is your responsibility to see that the Registrar's Office receives them. Upon receipt of all documentation, automatically your status will be changed from tentative approval to final approval. The Registrar's Office will contact you if all the documents have not arrived within a reasonable time.

II. TUITION

The total tuition for the full GPPA Program as of July 1, 1976, is $5,800 for the accelerated three-year Program leading to a DPA, which includes nine sequences, Analysis and Decision Making I and II, and two National Workshops and extends approximately 28 months. (For those who do not proceed beyond the MPA requirements, the tuition is $4,200 for the accelerated two-year Program, which includes six sequences, Analysis and Decision Making I, and one National Workshop and extends approximately 19-20 months.)
There are two payment options available:

Option I - Multiple Payment Plan

Upon application.................................................................$ 200.
Before first regular cluster meeting (Sequence 1, Unit 1).............. 800.
Before 15th day of 4th calendar month following....................... 800.
Before 15th day of 8th calendar month following........................ 800.
Before 15th day of 12th calendar month following...................... 800.
Before 15th day of 16th month following (the last payment for those not proceeding to the DPA).................. 800.
Before 15th day of 20th calendar month following...................... 800.
Before 15th day of 24th calendar month following...................... 800.

Total.................................................................................$5,800.

Option II - Two-Payment Plan

Those who pay a total of $2,800. (including $200. application fee) prior to Unit 1.1 and $2,800. prior to Unit 5.1 are receiving a $100. discount for each early payment. The full tuition for those using this option will be $5,600. (or a total discount of $200. from the full tuition).

For those who are not proceeding beyond the MPA requirements, the amount due prior to Unit 5.1 will be $1,200. for a total tuition of $4,000. (a total discount of $200. from the full tuition).

If half payment ($2,800.) is not received before the first cluster meeting, Option I will be in effect.

The tuition structure is subject to change. However, such changes are applicable only to those who enroll after the date of change. Those who are enrolled in the Program are guaranteed the tuition will remain unchanged throughout the duration of the Program. Those who require more than 24 months to complete the requirements for the MPA Program, or more than 36 months for the DPA Program, may continue to work for their degrees by a payment of $500. per year (or partial year) of additional enrollment.

Enrollment subsequent to Unit 1.1 will be considered only in exceptional cases (approval by the National Director). In those cases the initial fee of $200. plus all tuition due according to the cluster schedule will be payable with the application.

REFUNDS

If a cluster does not form within nine months of application, $200. is refundable, upon request. If a candidate withdraws in writing before the orientation meeting, $175. is refundable. Note: This policy is in effect regardless of date of application. If a participant makes a tuition payment,
is unable to attend course conferences, and withdraws from the Program, tuition for those course conferences not attended will be refunded upon return of course materials and written request to the Comptroller's Office.

BILLING

This fee schedule constitutes notification of payment due dates. Payments are not contingent upon additional notification. Participants who do not submit payment due by the appropriate date will receive a notice from the Comptroller's Office that payment must be submitted within thirty (30) days or the participant will be dropped from the Program, and his account may be turned over to a collection agency. In order to re-enroll in the Program a $100. reinstatement fee will be payable prior to resuming program activities. Reinstatement requires a participant's account be converted to the fee schedule currently in effect.

All payments must be consummated according to this schedule. No exceptions will be made for delayed loan or V.A. applications. The Registrar's Office will assist you in filing loan/V.A. forms; however, tuition payments are not contingent upon when you receive your money.

A $100. cluster transfer fee will be assessed active participants who wish to change clusters. (This does not apply to those requesting transfers prior to attending course conferences.) All fees must be paid to date prior to a transfer being effected.

Unit/sequence make-up fees will be charged those who repeat course conferences ($100./unit, $300/sequence), after two free make-up sessions. This fee is applied regardless of the reason for the make-up.

All inquiries regarding your account should be addressed to the Student Account Representative in the Comptroller's Office. Tuition policy may not be altered/waived by Program Director, cluster directors, or any officer of the University administration. All requests for same should be directed to the University's Board of Appeal.

Financial Aid

Financial aid options include Federally Insured Loans, V.A. Benefits and Tuition Plan (a private lending institution). Information is available through the Registrar's Office.

In addition, we have limited grants available for individuals in specific areas of employment.

Cluster Supplies and Travel

Most required books, articles, and curriculum statements are provided free of charge, but you have to meet the cost of travel, accommodations, and meals for the weekend sessions and the National Workshops in Fort Lauderdale.
III. PRELIMINARY PREPARATION

The Program not only presupposes a general understanding of public administration but also an academic background which includes at least introductory university courses in the social sciences, mathematics, English, and statistics, or equivalent competency in each area. Moreover, participants will wish to refresh and/or improve their competency in the several specific areas prior to the beginning of the Program.

Participants are advised to (re)-read a basic statistics text in order to be familiar with basic statistical concepts and procedures.¹

Participants who have had a limited educational background in government are advised to purchase, read and study not only a recent textbook on American national government but also one on state and local government.²

Some will wish to read/consult regarding the preparation of papers.³

The Program will require extensive reading. Those who have developed the art of rapid and/or speed reading and/or skimming will be able to employ these skills to advantage.

IV. ACADEMIC WORK

This is a strenuous Program since the participants, without interrupting their professional career responsibilities, are intending to complete their doctoral requirements within three years. This will involve not only a significant amount of reading but also a great deal of reflective thinking. The requirements include the preparation of monthly commentaries (see later section), problem cases, and job-related analytical reports (JARs). The GPPA Program is designed to provide a thorough professional education which includes familiarity with the major literature in the field and an understanding of the nature and role of public administration in American life. The curriculum and course procedures are designed to this end so that the degree will have firm academic standing. In the final analysis, however, it is the quality and scope of the participants' contributions which is a major "input" in the educational process and correlates positively with the educational benefit he receives. The plan of study has been designed to encourage each participant to make a maximum contribution.

¹ Parket, Robert, Statistics for Business Decision-Making, Random House, 1974, is one example of such a book.
³ White, D.B., Elements of Style.
Sequences

The core GPPA Program is divided into nine sequences. Those who intend to terminate with the MPA are required to undertake only the first six sequences and Analysis and Decision-Making I including one Workshop. DPA participants are required to undertake three additional sequences supplemented by additional Program requirements (Analysis and Decision-Making II including two Workshops).

Each sequence is scheduled for approximately a three-month period and is comprised of three units and three monthly course conferences. As far as the calendar allows, the conferences in any one sequence will be in consecutive months; however, there may be longer intervals between sequences because of major holidays or other circumstances which affect course conference schedules.

Course Conferences

For the course conferences, the cluster will be divided into two or more groups for most of the time. While one group meets in seminar with the national preceptor, the other group meets with the cluster director to discuss the unit topic and/or Program concerns such as case problems and Job-Related Analytical Reports (JARs).

Study Teams (Sub-Cluster Groups)

Participants will form study teams which meet several hours (two or more times) during the month, not only to review the reading and consider and major issues, but also to criticize case problems and JARs. These have proven to be an invaluable part of the educational Program.

Individual Study

The scheme of work stresses the need for intense prior preparation through individual study based on the curriculum statements (an introductory statement prepared by a recognized authority in the subject field), assigned reading and supplemental reading selected by the participants. Preparation time will depend on one's background, ability to read rapidly and selectively, and understanding of what one has read.

Nova provides participants with the basic reading materials. Before the end of each cluster conference, participants will receive the reading material for next month's conference. (For some sequences the material for the entire sequence may be supplied at one time). This consists of a curriculum statement, prescribed reading materials, and suggestions for further reading. Nova reserves the right to change required reading lists at any time. Revisions may occur since efforts are made to obtain the best and most current selections possible or due to delivery schedules and current stock of publishers. In addition, participants are expected to read books and articles related to their specific interest and particular field. Participants are encouraged to join the American Society for Public Administration (ASPA), which carries with it a subscription to its journal, Public Administration Review. Participants with specific interests will also
wish to follow developments in their own fields. For example, urban administrators who do not already belong to the International City Management Association (ICMA) will find it advantageous to belong and subscribe to its publications.

V. INTEGRATED PLAN OF STUDY

The purpose of the Nova Program is to develop the management competence of those in public service leadership posts. The Master of Public Administration (MPA) part of the Nova Program is designed for those primarily concerned with the general operation and development of governmental programs and administrative systems. The Doctor of Public Administration (DPA) part of the Nova Program is designed to provide, in addition, an opportunity for candidates to develop increased capacity for applied research, the use of analytical techniques in creating and redesigning programs and delivery systems, the direction of organized research, and the investigation of public policy problems and administrative systems.

The Program as a whole assists the participants to enhance their capacity for leadership in the management of governmental affairs by developing an understanding of new as well as established insights into the nature and processes of public administration and the capacity to apply these concepts effectively in working situations. The Program emphasizes a multi-disciplinary approach which covers areas of interest rather than individual courses in distinct disciplines. The Program selects and synthesizes available information and concepts of public administration into a coherent curriculum which, when mastered, aids the general administrator to meet his problems competently and to reach sound decisions. Its integrated components have a cumulative impact. It represents a basic core of knowledge and skills which are particularly useful for public management officials.

Emphasis is placed on problem-solving and decision-making through the consideration of actual problems and the application of new and effective concepts. The intent is to emphasize "who," "why," and "what" as well as "how," because public administration involves environment, institutions and objectives as well as resources and techniques. The Program of study attempts to increase the effectiveness of the generalist who must integrate a variety of specializations in the development and implementation of the overall policies of government. It is sufficiently flexible, however, to enable individual participants to emphasize specific problems with which they are involved.

The curriculum is organized to focus on major management leadership roles of the public administrator. Each role is the concern of one of the curriculum sequences, each of which has three units. Each unit involves
one month of study. The first six sequences are required for the MPA; all nine are required for the DPA.

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The National Association of Schools and Public Affairs and Administration publication, Guidelines and Standards for Professional Masters Degree Programs in Public Affairs/Public Administration, issued in 1974, states that:

"Educational programs in public affairs/public administration should be designed to provide graduates with professional competencies for careers in public management. A public manager's professional competence rests upon four basic elements: (1) knowledge, (2) skills, (3) values, and (4) behavior. The content of each of these elements should be consciously integrated into professional degree programs if potentially qualified managerial personnel are to be produced for the public service. To provide educational institutions with common standards for program evaluation and development the constituents of an academic/training program are set forth in the following matrix. The subject matter of the matrix should constitute the core of any professional degree in public affairs/public administration including program specializations (e.g., urban affairs, health administration, criminal justice, international administration, etc.) which emphasize managerial training for public service. The matrix encompasses qualifications desirable for all public managers irrespective of the level of government or the functional area of administration. It may also be applied to the public administration systems of other nations where democratic institutions and values prevail."

While the Nova Program was prepared prior to the development of the Guidelines, there is an evident parallel between the matrix presented by the report and the Program developed by Nova as a comparison of the outlines indicated:

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Sequence 1: Political Partner

The purpose of this sequence is to consider the pluralist nature of the political environment in which the administrator functions as a leading participant in the process of developing and conducting programs to deal with recognized public problems. The sequence provides a basis for understanding the widely held ideas, interests, and institutions, which are involved in the various aspects of the complex process of determining broad policy, making specific decisions, and taking action.

Unit 1.1: American Political Values, Images and Moods Affecting Administration

This Unit looks at the assumptions regarding human nature and institutional organization on which the American political process has been developed. The legacy of tradition affects the way in which government is viewed; its effects on present organization, operation and popular support. Early writers, such as Aristotle and St. Augustine, and European thinkers such as Locke and Montesquieu who contributed significantly to the American political philosophy by influencing American statesmen in the formative periods of the Nation. The ideas and policies of the "founding fathers," which were modified by Jackson and the "spoilsman." The "muckrakers" and the critics of the past decade who further added to American ideas and images of government. The residual folklore regarding governmental institutions and their inter-relations--and the way in which the popular conceptions and misconceptions affect the nature of governmental effectiveness. The conflict of values and rising expectations with regard to public services and the continuing distrust of men in government which exacerbate the pervasive system of checks and balances.

Unit 1.2: Interests, Institutions and Operational Network

The work of this unit focuses on the primary units of policy-making in American society, or the communications network linking them on the general terms in which relations among the units have been formulated, and on the way in which organized interests and activist forces affect the decisions and actions of responsible administrators. The complex patchwork of national, state and local institutions which comprise the American system is reviewed in the context of the plurality of interests which affect the working of the system.

Unit 1.3: Power and Leadership in Public Management Environment

The purpose of this unit is to consider the dynamics of management leadership in the context of the elements in the socio-political environment in which administrators operate: the basic ideas and ideals of the constitutional system, the popular images and attitudes, the active and diverse interests, and the complex patchwork of governmental structure. The cumulative inter-action and effort of the factors shape the power structure not only of national, state and city governance but also influence intra-agency configurations of leadership and power. The result is a system which may be described as "functional feudalism"; many of the problems facing American administration (e.g. the metropolitan problems, neighborhood participation) are symptoms of this condition. The intent is to consider what these factors mean for the administrator who would be effective in fulfilling his responsibilities. An understanding of the administrative context, and the way policies, programs, and priorities are determined is essential in developing the administrator's knowledge, judgement and skills to make a proper input to policies, and to see that the laws are "faithfully executed." The course conference will focus on the impact of this pluralist environment on administrators, the pattern of leadership in communities and agencies, and the effect of personal behavior on group and agency efforts.
Sequence 2: Policy Formulator (and Policy Imperatives)

Certain public problems so dominate public policy that the public administrator, to be fully effective, must have more than a superficial understanding of them. In three of these broad problem areas need for effective action is imperative: (1) maintaining social order and justice (taken for granted until it begins to break down), and defending the nation's security on the world scene; (2) maintaining a prosperous economy and liveable environment, protected so far as possible against the side effects of industrialism and demographic congestion; and (3) sustaining social progress in education, health, civil rights (in their greatly enlarged meaning) and reduction of poverty. Administrative action in pursuance of these goals is difficult, in part because programs to attain the several goals interact upon each other. These problem areas, and the governmental efforts to deal with them, are taken up.

Unit 2.1: Protective Functions

The manifold problems and issues involved in maintaining a just and peaceful social order (e.g., police, courts, corrections, disaster relief, and code enforcement). The national security function, with its overriding imperative, must be considered, although primary attention is given to domestic issues.

Unit 2.2: Environmental and Economic Development Functions

The problems and issues involved in maintaining a healthy "full-employment" economy, conserving energy and other natural resources, making rational use of land (with due consideration for the future), and insuring socially efficient communication and transportation systems, while controlling air and water pollution. The economic and ecological issues (and goals) are considered in the context of increasing population and diminishing world stocks of natural resources.

Unit 2.3: Social and Humane Functions

The basic issues and problems of the changing and interacting education, health, housing, welfare, and civil rights programs in the context of more ambitious efforts to solve not-fully-understood problems by new methods (some of them untested) which will be more effective. The problem of determining priorities and securing mutually reinforcing effects among interacting but competing programs.

Sequence 3: Information User

This sequence is intended to provide the administrator with an understanding of the necessary skills in analysis research and evaluation to which he must have access in his roles as program manager, decision-maker, program developer, defender of budgets and other requests for resources and authority, and as spokesman for the effectiveness of his organization and the consequences of
its programs. The participants will be introduced to the problems of designing a reporting system (or an information system) to meet their specific needs. In the process of design there may be useful interactions among those with particular technical skills (forms designers, sampling experts, computer programmers) and those who need particular kinds of information about the program and the organization. While the actual operations proceed from data gathering to analysis and to the interpretation of results in terms of the organization, the conceptual design of the information system must take place in the reverse order. (The sequence exercises are in addition to the commentary assignments.)

Unit 3.1: Management Information Systems

The primary purpose of this component is to consider the actual design of a quantitative information system to be used by management. The practical exercise begins with the statement of the objectives and goals of the organization (possibly with the student's modifications, if he regards the official version inadequate or too vague). It then proceeds to a series of questions: what to watch or measure in order to maintain managerial surveillance over the operations of the organization and the progress of the program? What problems exist or are anticipated, and how can management assure that it is informed on their status? What particular factors and relationships will the information system observe and report to the administrator? To this end the participants are offered four prototype problems as practical exercises. These relate to goal setting, cost-effectiveness, measurement of outcomes and production functions.

Unit 3.2: Measurement of Program Outputs

This unit will briefly review some of the more useful techniques for analyzing data: various forms of tabular analysis and trend analysis (often with more than one variable and with time lags); correlations, regression analysis and other associative techniques; "explaining" the portion of total variations observed in the data which might be associated with various factors, through variance analysis and related techniques; estimating procedures for deriving "population" estimates from samples data. Some indication is given of the assistance available by computers for conducting the above kinds of studies. The student exercises (in 3.1 above) will now be used in the attempt to adapt analytical techniques to the needs of the "model," specifically for the identification, definition, and measurement of the "direct" or "immediate" outputs of the Program. Suitable analysis plans will be devised. How well do they meet the needs of the administrator? What reservations and cautions should be used with estimates, comparisons, and conclusions?

Unit 3.3: Measurement of Program Consequences

This unit will review the problems of collecting data in conformance with a specific scheme: legal restrictions, response rates (unless the
data comes from administrative papers and is automatically produced as statistical sources), design of instruments (application forms, survey questionnaires, etc.), and sample design. What can be done with samples? What advantages are there to randomization and replication? The student exercise deals with the conceptualization and measurement of indirect outputs and consequences of the program(s) that also served as the basis for the earlier two exercises.

Sequence 4: Organizational Coordinator

The administrator functions within the context of a bureaucratic hierarchy, in which he relates not only to those within, but also to those outside the administration. The scope and nature of the federal, state and local administrative bureaucracy which develops, as well as carries out, programs will be examined. Theories of organization, including the nature of a bureaucracy, inter-agency relationships, agency structure and internal division of responsibility will be investigated. Basic principles and problems affecting bureaucratic behavior, performance and change will be analyzed.

Unit 4.1: Organization and Management Principles

The more recent as well as traditional concepts of organization and management, such as a line and staff and span of control. The administrative bureaucracy as a collection of individuals and units which may be organized and managed in a variety of ways depending upon a number of criteria. Differences among large, medium-sized, and small-scale organizations.

Unit 4.2: Group Dynamics and Interpersonal Relations

Social concepts which directly assist the administrator's effective use of his most important resource--people; the human factors and research relevant to problem solving by groups and the implementation of change; the impact of styles of communication, individual differences, leadership roles, etc., on the constructive decision-making capabilities of small groups; specific skills and techniques which are important for the administrator when he is interacting with others.

Unit 4.3: Administrative Responsibility and Ethics

The nature of the conflicting demands upon the administrator. His personal responsibility for actions as well as his obligations to hierarchical superiors, peers and subordinates. His need to be conscious not only of the directives of immediate superiors, but also of the general policy mandates on which the directives are supposedly based. His own vision of the ideal society and his regard for the visions of others; his duty both to present his own views and also to adjust to those of others. Various administrative theories examined in this regard with particular attention
being given to the fundamental implications of such concepts as "citizen and low-level administrator participation in decision-making," "collegial" or "team" concepts of management, "temporary," "project," or "task force" approaches to public problems, the interrelation between administrative and political theory and the impact of such problems as the energy crisis upon normal patterns of public management. The responsibility of administrators to examine and develop their own moral, political and administrative standards for administrative action.

Sequence 5: Resource Mobilizer

The purpose of this sequence is to provide a review of the resources available to, and the constraints upon, the administrator in formulating policy as well as in implementing programs. Structure and public support have already been considered. In this sequence it is pertinent to examine law, finance and personnel as resources of management.

Unit 5.1: Authority, Power and Administrative Law

The legal framework of administration; basic, controlling concepts of fair procedure and due process; statutory standards and restraints upon the administrator; traditional and new forms of judicial action to require or control administrative action; standards for the exercise of administrative discretion; and trends toward the judicialization of the administrative process.

Unit 5.2: Funding and Finance Administration

The sources of revenue of public agencies including direct sources and inter-agency transfers; methods of taxation and assessment; short term and long term loan policies; grants and other forms of fund redistribution. Some attention will be given also to economic theories which have strongly influenced tax policies in recent decades.

Unit 5.3: Staffing and Personnel Management

Current trends in personnel management, including recruitment, selection, training, evaluation, and motivation; significant differences of small and large organizations, and of national, state, local and para-governmental organizations; policies and procedures in employee-management bargaining, and affirmative action programs.

Sequence 6: Program Mover

The role of the administrator and the means used to accomplish effectively the objectives of management will be considered. Management functions and opportunities and the approach and operational methods of different types of executives will also be considered. The problems of the executive in the
development and utilization of the organization and its resources in achieving program objectives, the exercise of leadership, decision-making, motivation and the handling of conflict are reviewed through case studies, role-playing and other techniques. The comparative roles of federal, state and local executives will be analyzed.

Unit 6.1: Planning and Program Development

The way in which plans, policies and programs are conceptualized, initiated and institutionalized; the various factors and groups involved in program development; the translation of objectives into program elements; the establishment of organization and administrative arrangements for program implementation; the acquisition of fiscal, personnel and other resources, and the evaluation of results.

Unit 6.2: Resource Allocation and Budgeting

Policy formulation and decision-making concepts in the planning, programming and budgeting processes; program budgeting critically evaluated as an attempted reform of traditional incremental budgeting; the fiscal responsibilities of the divisional or agency administrator, including the use of the budget as a device for evaluating performance, and reliance upon the classification structure of the budget to provide maximum potential management information, particularly in connection with planning and with the determination of the effective responsibility for fiscal and policy control among the various types and levels of administrators.

Unit 6.3: Performance Measurement and Control

The techniques of controlling and assessing the various elements of the program; methods of reviewing and changing programs and providing continuity to the process of management; the value of setting meaningful goals as a means of motivating and determining quantity and quality of achievement; and the techniques of performance measurement as means of assessing program advancement and personal accomplishment.

Sequence 7: Research and Development Directing (DPA only)

The problems and processes involved in formulating, organizing, directing and evaluating research and development programs are examined. (An exercise as well as a commentary is assigned for each unit.)

Unit 7.1: Research Program Formulation

The need, applicability, and potential for research in the participant's program (either organic in the organization and program or derived from the intent to perform in an improved manner). Background. Purpose. Strategy. Limitations. History of R & D, if any.

Unit 7.2: Development Program Formulation

A plan for the Research program, including the status of research on the subject. What is to be added? What are the critical questions? What strategies are available? Which ones to choose? Why?
Unit 7.3: Research and Development Evaluations

Plans for the Developmental program, speculation on the developmental problems to be encountered. History of attempts to manage the "mass production" of results (development) from directed research or from technology transfer that might serve as a model. Predisposing conditions for any success at all. Interactions, providing the specific conditions for success for particular target sub-populations or other identifiable situations. Logistics. Costs. Interactions of Research and Development in the present application: past, present, and future. Plans for administration.

Sequence 8: Systems Changing (DPA only)

The problems of local and regional governance in the United States are examined, comparing features with those of other countries, and considering present and possible approaches to change. The purpose is to promote an understanding of the organization and operation of the American governmental complex as well as to determine ways to improve the system—by viewing the institutions from the broader vantage point of comparative government. This sequence will provide participants an opportunity to work together, laboratory-style, in proposing changes in a particular area.

Unit 8.1: The Dilemma of Local and Regional Governance

This component is concerned with the nature of the metropolitan regional complexes, their needs, and the underlying political problems. An effort will be made to relate the concepts considered in the array of literature with the situation in the specific area in which the cluster is located. Working in study teams, the participants will be expected to prepare specific analysis of the character, needs, and political problems facing their area.

Unit 8.2: Alternate Systems

The purpose of this component is to consider and compare the salient features of the local-regional systems of governance of selected countries such as the United Kingdom, France, Sweden, and one or more of the less developed countries. The various patterns of central-local systems as well as the role and power of the significant institutions will be compared. The features which facilitate responsiveness and responsibility will be noted. Each participant will be expected not only to be generally familiar with several countries but also specifically familiar with one.
Unit 8.3: The Strategy and Tactics of Change

The object of this component is to consider approaches to local-regional rationalization and reform. This will involve an examination of the variety of steps which have been taken over the years in response not only to the needs of metropolitan growth, but also to the demands for increased effectiveness, responsibility and responsiveness. It will also outline some proposals for future change in national, state, regional, local and neighborhood units. This component will conclude with a consideration of the strategy and tactics of remedial adjustments and reform. Working in study teams, participants will be expected to prepare a proposal indicating a desirable approach to the improvement of the system for governing a specific metropolitan region.

Sequence 9: The Integrative Leader/Independent Study

The professional consciousness of many (if not most) practicing administrators has been shaped largely by recent experience. Previous Sequences in this Program also, concentrate on current developments.

Institutions, organizations, policies, and programs, as well as people, are shaped and conditioned by their past. To understand them and to perceive how they may or must develop in the future, it is necessary to have a pretty good idea of how they came to be what they are today.

Attention in this sequence focuses on the historical development of public administration in the United States. A review of significant administrative events and the progressive formulation of doctrine within the ever-changing context of the times will sharpen the participant's sensitivity and his alertness to continuing developments in the field. In addition, it is expected that such a review will draw together many issues presented in earlier sequences. Participants will prepare a single paper for the sequence and share the results at a course conference.

Participants will choose from a variety of topics such as the administrative history of one's agency, or of an important policy, or a major program, or a case problem highlighting the issues under review, or the tracing of the development and uniqueness of the substantive specialty area of administration in which the participant works (public safety, health, education, etc.).

VI. ANALYSIS AND DECISION-MAKING I AND II

Decision-making is a core activity of public administrators at all levels. The abilities to identify and carefully define problems, visualize and rationally evaluate alternative solutions, and implement appropriate courses of action are essential to the effectiveness of public managers. For this reason the curriculum contains two modules designed to sharpen the participant's skills and awareness as a decision-maker. Each module is the credit equivalent of two sequences, and the work is done concurrently with the sequences according to a flexible schedule. The cluster director is a principle advisor to the participant for the Analysis and Decision-Making requirements. Analysis and Decision-Making I consists of the Case Problem, the first Job-Related Analytical Report (JAR), and the first National Workshop. This module must be completed for the Master's portion of the curriculum. Analysis and Decision-Making II includes the second JAR and the second National Workshop. The JAR grade is weighted at 60 percent. The Workshop and case problem count 20 percent each. The JAR must be accepted (grade level of "2") and all other elements completed before a grade will be computed.
and Decision-Making II consists of the second JAR and the second Workshop weighted at 80 percent and 20 percent, respectively.

This policy brings together the complementary analysis exercises. It provides increased flexibility to the participant in the averaging of Workshop and case problem grades. It provides a realistic comparison of sequence and analysis performance.

The Job-related Analytical Report (JAR) provides an opportunity for the participants to deal analytically with problems actually encountered in their working environment, viewed in the perspective of concepts considered in the course of study. This enables participants to focus attention, and receives advice and assistance, on topics in which they have a special interest.

The National Workshops provide opportunities for exchange of experience and ideas among administrators from different regions and fields of work as well as for concentration in specific program areas. Attention is given in the Workshops to Job-related Analytical Reports and case studies prepared by participants, emphasizing the effective application of analytical techniques to administrative decision making. A second feature of the Workshop consists of Administration/Policy colloquia dealing with new developments or emerging problems in public policy which have administrative implications. The colloquia will view various roles for the administrator in an overall perspective. The colloquia will be planned to meet the principal subject matter areas of interest of the Workshop participants--such as health care, justice, natural resources, education, transportation, national security, urban and community development, and organizational resource development.

Participants attend the first Workshop following the acceptance of their first JAR proposal. They attend the second Workshop following the completion of all Program requirements. The final assessment, which is an oral interview, takes place at the second Workshop.

Workshops are tentatively scheduled three times a year in Fort Lauderdale (May, August and November in 1976). Workshop timing and format remain subject to change based upon experience.

VII. COMMENTARIES

Each participant will prepare a commentary in preparation for each monthly session.

The commentaries are a unique feature of the Nova Program. They serve several purposes. One is to encourage the participant to read the literature critically and to consider the issues before each monthly conference. A second is to provide the preceptor a basis for determining participant interest and expertise, which will be instructive in guiding the discussion so as to utilize the participant's education and experience. A third function is to provide one means of continually assessing each participant's performance.

The principal purpose of the commentary is to stimulate your consideration of the assigned topic readings to help you add your reactions and experience in the discussion of the scheduled topic at the weekend sessions.
The commentary itself should have a heading as below:

NOVA UNIVERSITY
GRADUATE PROGRAM IN PUBLIC ADMINISTRATION
COMMENTARY NO. (Sequence and Unit)

A short biographical summary would be helpful. Space should be left at the bottom of the cover or first page for the preceptor's comments. In the Appendix you will find examples of commentaries presented by candidates in earlier clusters.

The form and precise nature of the commentaries will vary according to the specific assignment as defined in each curriculum statement. The commentary normally should state the participant's approach to the principal issues involved relating the reading to the participant's expertise and work experience. It should be at least eight, and not more than fifteen pages in length and should resemble a memorandum prepared for a professional meeting. In some sequences the curriculum statement or the preceptor will provide specific instructions overriding these general guidelines.

The commentary will indicate the required and supplemental reading which you have read or consulted. You are expected to have read and consulted in addition to the required reading, additional relevant publications. Each month one copy of the commentary will be submitted directly to the preceptor and one copy to the cluster director, postmarked one week in advance of the beginning of the course conference. Late commentaries will be given to the preceptor upon his arrival the evening before the weekend session. You should always retain one copy for your files, in the event the mails have not been cooperative.

The commentaries will be assessed for comprehension of the topic as indicated in the reading and other sources, ability to relate to the work experience, and clarity of organization and expression. The preceptors will assess these commentaries submitted by the deadline (one week in advance) before the start of the two-day session and those assessed will be returned to the participant before the end of the session. Late commentaries (postmarked after the Friday preceding the course conference, but received by the preceptor or cluster director no later than Friday morning of the course conference) will be dropped one notch on the scale (for example 2+ to 2; or from 2 to 2-). Papers received after the Friday morning of the course conference will be graded at headquarters and dropped two notches on the scale. In sequences 3 and 7 where exercises are an important part of the sequence preceptors will have discretion due to the individual character of the exercises, the requirement for revision (where necessary). Exercise grades are not recorded permanently until received as final from the preceptor. When the preceptor has reviewed and assessed your commentary, you may seek an opportunity for consultation with him if you have any questions about his comments.

Your commentary is a very important factor in the assessment of your work, and it is therefore most important that you prepare it carefully and turn it in at the proper time. The nature of the Program and the requirements for commentaries will involve use of a variety of resources and assistance related to the job. All such resources and assistance used in the preparation for commentaries must be noted in the commentary. FAILURE TO REFERENCE ALL RESOURCES MAY RESULT IN A PARTICIPANT'S DISMISSAL FROM THE PROGRAM.
VIII. THE CASE PROBLEM

A critical incident case problem is required as an exercise as part of the Sequence 1 requirements. Many of the problems which managers face are critical incidents--ones which demand immediate attention. They have reached, or appear to have reached, a crisis stage; someone, or more than one, is demanding an immediate resolution of the issue. A manager is judged not only by his ability to foresee long-range problems and develop programs (such as those called for in the job-related analytical reports, to be discussed later) but also to meet the short-range critical incident problems (such as those called for in the problem case studies).

Every candidate prepares a case problem which serves three purposes:

(1) It allows you, as the author, to review and analyze a significant experience in administration (your own or a colleague's) in order to increase your understanding of administration;

(2) It is a basis for bringing into the interpretation of this experience the thinking and judgment of others. There are mutual benefits in this exchange and sharing;

(3) In many instances, when the study report is of publishable quality, it also serves a wider community; and when added to other cases, enlarges the data base for a more general understanding of public administration.

A problem case, as we use the term, is the description of a critical incident or crisis which was (or is) judged to require immediate remedial action by a specific public official or administrator. The case should deal with a real life situation and its context; the chronology -- how it developed; the characters -- the individuals and institutions involved; the crisis -- how the situation came to a climactic head and why it requires immediate decision (this may involve a brief recount of one of the immediately visible possible courses of action and the consequences of the action). The case will include a discussion of such relevant factors as the influence of personalities, behavior patterns, institutional prejudices bureaucratic structure and political pressures, as well as the more easily identifiable technical, economic, or legal factors in the situation. The material presented is from the perspective of those responsible for dealing with the situation as it developed and as the action progressed.

The following are some of the factors for which a case problem will be critically reviewed:

Content:

A critical management problem/incident is clearly evident. There is sufficient content/context to perceive the problem, define the issues, consider the options, and recommend a solution. The presentation appears to describe a situation where more than one approach is rational/ethical.
Chronology:
The case indicates the sequence of events sufficiently to appreciate the emergence of the problem.

Characters:
There is sufficient description of the institutions and agencies involved.
There is sufficient description of the persons involved.

Crisis/Climax:
The case comes to a crisis/crescendo/climax, which calls for prompt attention and demands an immediate decision.
The case indicates who must make or recommend a decision; from whose point of view is it seen?
There is sufficient indication of some of the possible courses of action.

IX. THE JOB-RELATED ANALYTICAL REPORTS (JARS)

A. JAR REQUIREMENTS

One hallmark of the professional administrator is the capability to solve problems by rational analysis and action. The Job-related Analytical Report, or JAR, portion of the Nova University Graduate Program in Public Administration offers the participant the opportunity, as well as the requirement, to demonstrate and develop that capability. The nature of the requirement is explained in this Section I; succeeding sections describe its elements more fully.

A JAR is action-oriented analysis of a significant unresolved problem related to the participant's work. The participant sharply defines the problem and collects data needed for resolving it. He then uses the data in an analysis which seeks rationally to select the optimum line of action for resolving the problem. Finally, he sets out a program for carrying out that line of action, followed by a plan for future evaluation of how effectively the program works in resolving the problem. The JAR must include comparative analysis, which is the data-based analytical consideration of viable alternatives, in light of explicit criteria, to select the optimum. The report must be clearly understandable by the public administration generalist.

The JAR is a challenge. By no means all public administration professionals can produce an acceptable one. Individuals admitted into the Nova GPPA, however, have been judged as to capacity, experience, and education, and in virtually all cases they do possess the abilities needed to do sound professional analysis. Some will have already developed these talents and will be able to do sound analytical work at the outset. Others, however, whose capability is yet latent, will need to develop and exercise their capacity for analysis before acceptable JARs can emerge. In the Nova Public Administration Program to date not all participants have succeeded in that self-development.

Careful study of material in this pamphlet may well save much time for the participant and improve his prospects for self-development in professional analysis.
Timing

No rigid deadlines apply to JARs or proposals; but the target dates should be respected so far as possible. After the Cluster has had instruction in JAR analysis, usually in Unit 2.1, the participant should proceed without delay. Although the participant proceeds at his own pace, he will find it prudent to keep in mind the requirements and dates for national workshops and examinations, and their relationship to his work and family situations.

The DPA candidate must attend two workshops, and the MPA candidate one. To attend his first workshop, the participant must have had his proposal for the first JAR accepted by Nova. Most participants find the workshop experience quite beneficial in doing the JAR. Consequently, the participant who writes the first JAR before attending a workshop may be voluntarily accepting some disadvantage. Attendance at the last workshop requires that the second JAR have been completed and cleared through the Cluster Director. Ordinarily, it is expected that the last workshop and the final examination will be nearly simultaneous, so that travel need not be repeated.

It is therefore up to the participant to time his JAR work and his submission of proposals and JARs. He should not overlook the facts that the review and acceptance process takes time, and that by no means all proposals or JARs are found acceptable upon first submission.

The four papers in the JAR program (two for MPA) should not overlap in time but must be done consecutively. Any exceptions to this progression must be justified and cleared with the Program Director. That is, the first JAR will not be considered until the first proposal has been accepted. And the proposal for the second JAR will not be considered until the first JAR has been accepted. The participant who begins work on the proposal for the second JAR before digesting the comments accepting his first JAR (or returning it for revision) is denying himself some of the assistance in educational development that is possible in the JAR experience. The same principles apply to the second JAR.

JAR Requirements

In later sections of the JAR Manual are expanded discussions of points covered below, with some illustrative JAR material.

There are many ways to analyze problems in the public service and to report the results of analysis. The Nova Public Administration Program certainly does not suggest that any one set of analytical techniques is best for all problems. The JAR sort of written analysis, for example, requires time, and public necessities often simply will not allow it. But the analytical elements of a JAR do figure in any other sort of problem-resolution that is soundly done. Often these elements are implicit, or unrecognized, and then the probability of error increases. What is implicit and unexamined may have incompatibilities with the rest of the analysis—or worse, with reality—that thus will not be detected. Sometimes risks must be accepted because time-urgency precludes thorough, explicit analysis. But exactly then is when the administrator who is well-grounded in explicit analysis can minimize the risk. By running mentally over the elements of analysis in relation to the problem at hand, he can see, with the help of his subject matter experience, where are the features which need fuller examination, and he can see where short-cutting involves fewer risks. It is his guided experience—
in trying out various problem statements, searching for alternatives, shaping the criteria for comparing them and selecting the most promising line of action—that can help the participant to increase his ability to reduce risks.

The JAR requirements listed below have been formulated to assure that the participant has such an experience in resolving an administrative problem successfully. The requirements are:

1. Analysis must be explicit, logical, and done by the individual participant.
2. A significant, unresolved problem related to the participant's job (or specialty) must be analyzed with a view to resolving it.
3. Comparative analysis must be included.
4. The entire report must be readily comprehensible to a generalist in public administration.
5. The problem to be resolved must be defined sharply and clearly.
6. Data which affect analysis must be shown in the JAR, with origin and method of acquisition suitably described.
7. A number of viable alternatives must be considered.
8. A line of action for resolving the problem must be selected on the basis of analysis.
9. A program must be laid out containing action steps (and any other considerations) necessary for giving effect to the selected line of action.
10. A plan must be set forth for future evaluation of how well that action program works in resolving the problem.
11. An "agency representative" (defined on Page 6) of suitable professional qualification must convey the judgment that the problem is significant, the data are currently valid, the concepts and methods are professionally respectable, and the participant has done work in the JAR which is professionally acceptable.
12. The quality of written expression must be adequate, i.e. clear, concise, and well-organized.
13. Consequences both within and outside the participant's field must be sought and suitably dealt with in the analysis.

No Nova GPPA requirements are fixed with respect to any of the following matters:

a. Length of the paper
b. Format or style
c. Deadline dates (but missing the target dates may delay the participant's completion of the program. Don't procrastinate!)
d. Whether the selected line of action is ever carried out.

e. Whether the "agency representative" would or would not have chosen
   the line of action selected.

**Special Exceptions**

Upon request and in exceptional circumstances, individual participants may
be authorized to substitute another type of project for the usual JAR. The
substituted project must permit the participant to demonstrate professional
capability for some form of analysis. To seek such substitution, a participant
should submit a proposal explaining the project in specific detail and stating
his reasons for seeking to substitute it. The Cluster Director will forward
the proposal to the Program Director for consideration.

**Standards**

The Nova Public Administration Program has genuine professional standards.
Earning its DPA or MPA is a distinct achievement, by no means either easy or
automatic. To the public administration profession, to Nova University, to
other participants past and future, and to each present participant, it is
important that possession of that degree attest to one’s having met demanding
professional requirements.

Among these is the requirement for demonstrated capacity in effective
professional analysis of complex subject matter. The same standards will apply
to both JARs. Experience to date is that many first JARs do not initially
meet those standards. In such cases, constructive comments are supplied to
participants by or through Cluster Directors. That will be repeated as
necessary for subsequent re-submissions, so that participants may sharpen their
analytical skills. On first JARs there may be occasional instances in which
flaws are pointed out but the JAR is nonetheless accepted. The second JAR,
however, will be obliged to meet the standards fully.

One mark of the educated professional is the ability to express himself
clearly. Hence, although analytical effectiveness is the main requirement
in a JAR, the JAR must also demonstrate a certain minimum level of writing
skill. That minimum is defined not in terms of stylistic grace but rather
functional clarity, organization of material, coherence, and accurate use
of words.

**Mechanical Requirements**

Proposals and JARs should be submitted to the Cluster Director in three
copies. One will in due time be returned to the participant. Additional copies
of accepted papers will later need to be furnished to Nova GPPA for use in
national workshops.

Identifying material on each paper must include the participant's name
and cluster, the date, the name and position of the agency representative,
and page numbers. Papers must be signed.
A University, Not Agency, Paper

The JAR which a participant submits is a Nova University paper, not an agency paper. When an agency can use that Nova GPPA JAR without change, all concerned will be gratified, but such instances will not be likely. An agency has its own needs as to analytical reports generally and also the particular unresolved problem. To attempt in a single paper to meet these needs as well as the Nova JAR requirements is to risk falling between two stools. It is hoped that the participant's choice of problem and analytical work will generate benefits for his agency; experience to date shows such has usually been the case, sometimes dramatically. But the structure and content of papers useable within the agency will not ordinarily coincide with those required for a Nova JAR. What actually will be done about the substantive results of a JAR, and in what format, is a matter involving the agency and the participant, but not Nova University. The participant may find it feasible and desirable to advise Nova in due course about this--and his report will be received with much interest--but he is under no obligation to do so.

The "Agency Representative"

The "agency representative" is an individual who has specialized knowledge about the JAR Problem and functions as a resource and adviser to the Cluster Director--and may function similarly for the participant. His main role is to express judgment concerning the problem and the manner in which the JAR has dealt with it. The Cluster Director will seek the agency representative's confirmation that the problem is significant and unresolved, the data are realistic and relevant, the cause-and-effect concepts applied are professionally respectable, the alternatives are all viable and cover adequately the available range, the program of actions in the execution section is realistic for carrying out the selected line (or lines) of action, and that overall the analysis is professionally sound.

The agency representative is not asked to agree that the selected line of action is the optimum one, nor will it be inferred that he endorses it.

While it is the Cluster Director who approves the designation of the agency representative, it is up to the participant to make nomination(s) and, at the proper time, to secure the individual's agreement to serve as agency representative. The agency representative may or may not be in the same organization as the participant. He may sometimes by the supervisor of the participant, but this is not required since it is not in all cases advisable and feasible. In no case will he be a person whom the participant supervises, or a relative, or in some similar relationship which would raise the issue of conflict of interest. It is expected that the agency representative will be a person who looks favorably upon the self-development of the participant, but also one who has that professionalism which will ensure the application of professional standards in judging the participant's JAR work.

The National Workshop

Discussion of JAR proposals and JARs is presently one of the important aspects of Nova GPPA national workshops. It takes place in seminar groups of 12-16 participants, led by a discussion leader of faculty status. Each participant
presents one accepted JAR proposal or JAR for the group to discuss; copies of it will have been sent beforehand to the discussion leader and to three other participants who will be reviewers of his paper. When the hour comes for discussion of his paper, the participant summarizes it in 8-10 minutes, and then each of the reviewers has 10 minutes for constructive comment on it. General discussion of it among the seminar group follows. A rapporteur is meanwhile taking notes which will be provided to the participant.

The participant is not assessed on his own paper, unless it is his 2nd JAR. He is assessed on his own performance as reviewer for three other participants' papers, and on his contribution to the general discussion. Policy concerning assessment of the 2nd JAR, relating as it does to the oral final examination, will be treated in the instructions pertaining to the oral finals.

The reviewer is to react to a paper as if he were a public administration generalist in a policy control or resource control relation, judging whether the paper does or does not represent a sound address to a problem, worthy of support. If he discerns weaknesses or flaws, he should point out ways by which these might be corrected. In particular he should look for unnoticed inter-relationships, such as the likelihood of unexpected consequences or the need for wider coordination that the paper provides.

Thus each participant will receive constructive reaction to his own paper from participants of vocational and geographic diversity, and he will be involved in the analytic processes of about a dozen others, helping them and learning from them.

While the concentration is on analytic technique, the opportunity for substantive learning about a variety of current problems is also present. ALL RESOURCES AND ASSISTANCE USED IN PREPARATION FOR JARS MUST BE NOTED IN JAR.

SUGGESTED SCHEDULE OF COMPLETION

JAR #1 Proposal due by end of Seq. #2
JAR #1 Completed* due by end of Seq. #5
JAR #2 Proposal due by end of Seq. #6
JAR #2 Completed due by end of Seq. #9

*See section on Eligibility to take the Comprehensive Examination under ASSESSMENTS.

B. THE JAR PROPOSAL

A JAR proposal must be submitted in advance of each JAR. The participant should have in hand a proposal which has gained written acceptance before he starts work on the JAR itself.

The proposal for the second JAR can best be written after the participant has received written acceptance on the first JAR. The participant can thus benefit from the experience of doing the first JAR and from the Novo comment concerning it.
The JAR proposal should reflect a definite visualization not just of the significant, unresolved problem but especially of the way in which analysis will be done to resolve it. In considering the proposal, Nova will be making two primary judgments: is there high probability that an acceptable JAR can emerge, and is the project manageable? The question of manageability relates mostly to duration and effort, for if too much of either is involved, there may be undue conflict with the participant's work, his family situation, and other elements of his Nova program. The question is not a cut-and-dried one, for a participant whose organization wants him to work nearly full-time on a project essentially identical to his Nova JAR topic can obviously manage an effort considerably more extensive than the average. As to the likelihood of an acceptable JAR, a judgment on this question requires consideration of the participant's complete concept of what the analysis will entail, as discussed below.

Just as with the JAR itself, the key element in the proposal is a sharp, accurate statement of the problem to be resolved through the action-oriented analysis. While the JAR itself may well contain considerably more introductory material than the proposal, the proposal should mention those elements of the context which are essential to an understanding that the problem is significant and why it is unresolved. But the principal need is distinct exposition of what is to be resolved that is, the problem which the data, the analysis and the execution section will all be about.

The proposal should describe what kinds of data will need to be gathered in order to support the analysis, as well as the sources and availability of the data. Here has been one of the most frequent difficulties with JAR proposals in the opening months of the JAR program, for many proposals spoke only of sources and availability without getting at all specific about what sorts of data were going to be necessary. To the reviewer, this immediately raises the question whether the visualization of the analysis has been complete enough and definite enough—specifically, whether the participant has thought about how the relevant criteria would be applied in comparing the alternatives, for example, and what types of information had to be in hand to do so. The question also arises whether those types of data really are accessible through the sources indicated, if they have not yet been identified. And that of course leaves the reviewer uncertain whether a solid JAR is apt to be producible.

Also in the proposal should be some description of the way the data will be used to resolve the problem, or, in other words, the kind of analysis to be done. This description should indicate where comparative analysis will be done, and at least the general nature of what sorts of alternatives are to be compared. The kinds of criteria to be used in comparing them should be mentioned, and enough should be said to allow the reviewer to make some judgment about the relationship among the problem, the data, the alternatives, and the criteria.

From the proposal it should be clear that the participant intends to select the optimum line of action for resolving the problem, to lay out in an execution section the action steps needed to carry it out, and to present a plan for the future evaluation of how well the execution resolves the problem.

Since JAR problems vary widely, a format and length appropriate for a proposal for one of them would not necessarily suit another. Of even more importance, perhaps, is the desirability of leaving the widest possible scope for each participant to exercise individual creativity in doing analytical work.
Hence there are no requirements about form and extent, apart from the broad one that they should so suit the project under consideration that reviewers can be sure of grasping just what the project is to be.

To illustrate, one proposal may be quite clear without anything being said about the work schedule the participant expects to follow. But for another project, where data-collection is keyed to an organization's budget cycle, a work schedule included in the proposal may contribute much to understanding. Or, in one project the matter of validity of data may be important and deserve separate treatment, because it affects the data-collection scheme—so in that proposal a section on data validity may be in order. (See JAR manual for additional information).

X. ASSESSMENTS

Commentaries/Participation

Every participant is assessed each month on the commentary and class participation by the preceptor. The cluster director also assesses each month the participant's contribution to the cluster. The ratings are as follows:

<table>
<thead>
<tr>
<th>Rating</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Excellent</td>
<td>3</td>
</tr>
<tr>
<td>Very Good</td>
<td>2+</td>
</tr>
<tr>
<td>Good</td>
<td>2</td>
</tr>
<tr>
<td>Fair/Marginal</td>
<td>2-</td>
</tr>
<tr>
<td>Not Passing</td>
<td>1</td>
</tr>
<tr>
<td>Not Submitted/Not Accepted/Absent</td>
<td>0</td>
</tr>
</tbody>
</table>

In making these assessments, the preceptor/cluster director is also expected to note the strengths/weaknesses of the participants in the following:

- Preparation
- Understanding
- Application to Practice
- Analysis, Originality
- Clarity/Organization

Absenteeism

Participants are expected to attend all the weekend conferences. Participation grades will reflect absences; generally one level per half-day missed (up to two half days) is deducted. Participants who are absent more than one full day do not receive credit for attending, and are properly reported as "O". If the written work is of good quality and submitted on time, an occasional absence will not significantly affect the sequence average. Numerous absences or work which is below program standards will require that monthly units be made up with another cluster. During the course of the program two monthly units may be repeated at no extra charge. Any monthly units which must be repeated beyond the initial two will be billed to the participant at the rate of $100/unit. Arrangements for repeating units are to be made through the cluster director in conjunction with headquarters. It is clearly to the participant's advantage to avoid the need to repeat units. ALL COMMENTARIES (AND RELATED ASSIGNMENTS) MUST BE SUBMITTED FOR UNATTENDED SESSIONS.
Participants may audit course conferences with other clusters at any time to gain the educational benefit of sessions which they have missed. The cluster director should be contacted prior to auditing a session. There is no charge for auditing, and no assessment will be forwarded/recorded.

Late Papers

Late commentaries (postmarked after the Friday preceding the course conference, but received by the preceptor or cluster director no later than Friday morning of the course conference), will be dropped one notch on the scale (for example, from 2+ to 2; or from 2 to 2-). Papers received after the Friday morning of the course conference will be graded at headquarters and dropped two notches on the scale. In sequences 3 and 7 where exercises are an important part of the sequence, preceptors will have discretion due to the individual character of the exercises, the requirement for revision (where necessary). Exercise grades are not recorded permanently until received as final from the preceptor.

General (Comprehensive) Assessment

There will be a comprehensive assessment for every participant at the end of the sixth sequence. To date this has consisted of a six-hour examination, one part of which was objective, focusing on the major issues raised by the reading, and the remainder were essay-type questions focusing on the application of concepts to administrative problems. (Based on experience, this may be modified.)

Eligibility for Comprehensive Examination

For the Tallahassee, South Florida III and Northern Virginia Clusters, the requirements for eligibility to take the comprehensive examination are:

- Submission of all Commentaries
- Completion of first six sequences with a grade of 2- or better on each
- Payment of all tuition and fees due to date.

For the Delaware Valley, South Florida IV, Chicago I and Chicago II Clusters the requirements for eligibility to take the comprehensive examination are:

- Acceptance of first JAR Proposal
- Acceptance of Case Problem
- Attendance at First Workshop
- Submission of all Commentaries
- Completion of first six sequences with a grade of 2- or better on each
- Payment of all tuition and fees due to date.

For clusters formed after July 1, 1975 (Orlando, D.C. II, West Florida, Austin, South Florida V, Great Lakes, North Florida, Huntsville, Illinois/Wisconsin, Northern Virginia II) eligibility to take the examination requires:
Submission of all Commentaries
Completion of each of the first six sequences
with a grade of 2- or better on each
Completion of Analysis and Decision-Making I with a
grade of 2- or better
Payment of all tuition and fees due to date.

The JAR Office may give interim acceptance to JARs (or, for earlier clusters, proposals) requiring only minor revisions, thereby qualifying participants for the examination. Requests for exceptions to policy will be considered on their merits and only upon the recommendation of the Cluster Director.

The reason for this policy is the substantial disregard for the JAR schedule which is recommended in the JAR Manual (see also JAR, Introduction to Participants Page 19). Many participants are postponing JAR work. One result already evident in the early clusters is a high percentage of participants failing to complete degree requirements in the allotted time. One objective of the policy is to increase the number of program graduates. We also believe it is of greater benefit educationally to complete two JARs as the program is in progress than to attempt back-to-back papers at the end. Exceptions would be made as noted. The policy fits with our current practice of permitting participants who fail the examination to continue with their cluster if their grades (including the first JAR) average to a "2". They must eventually pass the examination, however, to be eligible for a degree. Participants who are unable to take the examination at the scheduled time may take the examination with another cluster or at a National Workshop.

Final Assessment

In addition, for DPA candidates there is a second assessment which will be primarily oral. Among the topics which will be emphasized are: (a) administrative doctrine, (b) administrative history, (c) comparative administration, (d) defense of the second job-related analytical report, and (e) a research and development report. The candidate with advanced degree status (e.g., a graduate degree before entering the Program) may elect to be exempted from (a) or (b).

Eligibility will be determined by:

--- Payment of tuition for the entire program.
--- Satisfactory completion of all sequences.
--- Satisfactory completion of Analysis and Decision-Making I and II.
--- At least a 2.0 record on the Comprehensive Examination.

Bibliographies covering administrative history and doctrine have been prepared and will be distributed in advance of the final assessment. Material on comparative administration is included in Sequence 8. The examining committee will generally include a Nova central staff member, a cluster director, a preceptor, and/or another qualified person such as an Advisory Board member. Final assessments will last approximately one hour.

Degree Eligibility Requirements

To qualify for the MPA Degree, participants must:

(1) Achieve a standing of not less than 2- on each of
the first six sequences and Analysis and Decision-Making I and
(2) Achieve a standing of not less than 2.0 on the Comprehensive Assessment.

This is a DPA Program. In meeting the requirements for a DPA, participants will meet -en-route- the requirements for an MPA (as set forth elsewhere in this Introduction). As participants meet the requirements for the MPA degree and if they request in writing to the Registrar to be awarded the degree, they will be awarded same. A DPA degree will not be awarded for at least nine months after the awarding of the MPA.

To be eligible for continuing to the DPA, participants must:

Achieve an average standing of 2.0 or better in all of the MPA Program components, and must have passed the Comprehensive Assessment/Examination with a standing of 2.0 or better; or if the participant does not pass the comprehensive examination, and his average standing for all sequences and Analysis and Decision-Making I (including the failing mark on the examination) is 2, the participant may continue; however, the comprehensive examination must be passed in order to receive the degree.

To Qualify for the DPA Degree, participants must:

(1) Achieve a score of 2.0 on the Comprehensive Examination.

(2) Achieve a standing of not less than 2.0 on each of Sequences Seven, Eight and Nine and Analysis and Decision-Making II.

(3) Achieve a passing score on the Final Assessment/Examination.

NOTE: These assessment guidelines must remain flexible and subject to change based upon experience generated by the assessment process. Constructive comments are welcome.

X. FEEDBACK

We welcome comments, suggestions, and criticism in written form from all participants, cluster directors, and preceptors in order that the staff may take them into consideration for future planning.
APPENDIX A

COMMENTARY EXAMPLES
Interests in American Politics

Overview

The interest group phenomenon is a decidedly engaging aspect of the American political system. One notes immediately the attempts on the part of analysts and political observers to neutralize the negative connotations attached to the whole notion of interest groups as they relate to the "legitimate" institutions of government and decision-making. As Truman points out, however, the concept of interest groups or factions played a vital role in the development of the very governmental institutions which are now so frequently portrayed as being in some unholy alliance with this or that pressure group. That view, of course, is also traditional. Madison's "Federalist 10" is largely a description of the various safeguards which the formal American system would provide to protect the majority and minority from being dominated by any particular interest group. It is interesting to note that (at least from my own experience) the public school system does not delve into the questions of interest groups as a force in the development of the American political process. Instead, the governmental structure tends to be portrayed as a separate entity of a fundamentally different quality from "private enterprise" or any other societal elements. It is perhaps this ingrained feeling of discontinuity between "public" and "private" institutions which has made it so difficult for Americans to view interest groups as a thoroughly legitimate, viable, traditional, and necessary element in the overall socio-political system under which they live. Conversely, it would seem that virtually anyone who perceives himself to have been effective in contributing to the formulation of public policy will perceive himself to belong to part of a group which effected that policy. This ambivalence manifests itself in interest groups to
the extent that many interest groups profess to be non-political in nature. As compared to the "positive" aspects of political participation (i.e., voting and free expression) pressure groups have come off as the "bad guys" who tend not to play by the rules of the game.

This is certainly an over-simplification of the situation, but I think that attitudes towards interest groups, both from within and from without, are significant to the way in which interest groups can operate as agents of the political system. Perhaps it is consciously occurring to me for the first time that, for example, the A.F.L.-C.I.O. is as much a political institution as is the Democratic Party or the House of Representatives. At the very least, the differences are differences of quantity rather than quality.

The question of the status of interest groups as a legitimate element of the political system aside, there are serious questions concerning the way in which interest groups relate to the pluralist versus elitist models of government. In terms of sheer numbers, Truman documents the proliferation of interest groups quite adequately. It is doubtful that any proposed legislation in Congress does not evoke a response from some bona fide interest group, right down to the grading standards for walnuts. If we assume for the moment that public officials are vectors representing the resolution of forces placed upon them, the measure of the democratic nature of the system is the extent to which the various pressure groups are democratically organized and operated. Truman's analysis of this facet of interest groups is not, from the standpoint of majoritarian values, particularly encouraging. It does, however, tend to square with ones typical experience in most types of group organization. Basically Truman concludes that many interest groups (especially the large labor unions) are dominated by an "active
minority" defined primarily as those who have the time, money, and leadership qualities to be active in the organization. It is an altogether familiar experience that in any social group a few people do most of the work and provide the group direction. Truman notes that in most cases great care is taken to embody accepted democratic norms into the organization of interest groups. The membership may be frequently polled on important issues, but this is generally done after a healthy dose of internal propaganda. Thus, it is not surprising that political parties and political majorities frequently display the fundamentally anti-democratic behavior characteristic of the interest groups from which they emanate, even though the trappings of democracy are overwhelmingly present.

In terms of the numbers of interest groups and the way in which they multiply, it seems fair to assert that the defensive actions of government serve as a definite stimulus to the formulation of new interest groups. That is, a Congressional committee investigation utilized to thwart the thrusts of a particular interest group may, by "broadening the public" (as Truman describes it) succeed in creating new, countervailing interest groups by acting as a catalyst to "potential" interest groups. There is no doubt that government action (whether or not in response to the demands of particular interest groups) creates constituencies. The Community Action Agency and Model Cities programs are examples of government actions which have resulted in the creation of interest groups. While the resultant groups might properly be written off as the realization of previously potential interest groups or as manifestations of the tendency towards bureaucratic self-preservation, they are interest groups in fact (as Howard Phillips found out when he was removed as the acting director of O.E.O.-on the basis of a law suit encouraged by the C.A.A. group). The proliferation of factions, whether thus hastened or occurring "naturally" is consistent with the Madisonian and pluralist theories to the extent that interest groups do in fact compete openly and
fairly in the arena of public policy.

This leads to another critical question in the interest group model. Assuming that interest groups are both legitimate political elements and democratic in character, do they interact in such a way that their resultant impact on government is in some way proportional to their size or the commonality of the views they promote? Or have a few powerful interest groups become an elite as alleged by Theodore Lowi in his *The End of Liberalism*. In Lowi's view such an elite does exist, and it is contravening the proper pursuit of an identifiable public interest. The question of the number of functional (that is, effectively participating) interest groups is still an open question. As Dahl notes, it is very difficult to do a meaningful analysis of a process as complex as the development of public decision-making. Such an analysis would lay to rest much of the controversy surrounding the pluralist model.

What Truman cites as "the rules of the game" represents, in his view, the saving grace of the entire political system. Certain fundamental beliefs are widely held and valued across the membership of all interest groups. Thus, an active minority controlling an interest group can stray only so far from the norms, internal propaganda notwithstanding. In the same way, an interest group or coalition of groups can make demands on government only within those certain limits. Otherwise they endanger their legitimacy as a societal institution. One wonders whether this fail-safe system is really working. Or whether the limits of such a system are sufficiently stringent to keep society on something other than a collision course with overpopulation, energy crises, food shortages, nuclear war, and a variety of other potential disasters. This would be a primary flaw by which the system could work perfectly and still fail. A more salient issue is simply whether or not interest groups are violating the "rules of the game" to
the detriment of society as a whole. The alleged Dairyman's Association deal on milk prices (see attached clipping) is the sort of rule violation which now seems most prevalent. The President is being punished by low ratings in the polls, but there is a general suspicion that such deals are commonplace (in keeping with the public attitude towards interest groups). The oil companies, having lobbied quietly and effectively for years, are now blitzing the public with propaganda to maintain their legitimacy.

A final note on the continuing metamorphosis of interest groups is the development of public interest lobbies such as Common Cause and the Nader organization. (I exclude such groups as the National League of Cities and the National Association of Counties . . . such groups are lobby elements within the formal federalist structure itself). These groups seemingly have broad appeal to the public, they are continually expanding their public by reemphasizing the "rules of the game" at the very time those rules have been flagrantly and publicly violated by the interest groups and the political parties. The continued development of these groups may lead to a showdown of potential electoral power represented by the public interest groups and the more traditional economic power which has always been a pre-cursor of electoral power.

Local Applications of Interest Group Theory
Dade County has a large general purpose government which must respond to a broad array of interests contained within its constituency of 1.4 million persons. Geographically the county is extensive with truly urban concentrations in some areas and a major agricultural industry to the south and west of the urban development. The history of Miami has been one of boom development, first in the 1920's and then in the 60's and 70's. Such growth has always required a free-wheeling
political mechanism which is especially responsive to pressures from developers. With 27 municipalities and a relatively weak county government prior to the Home Rule Charter of 1957, local government has been sufficiently fractionated to permit wholesale development to proceed at its own pace. A second factor of major importance is the Cuban migration which began in 1961. This certainly ranks as the largest ethnic in-migration experienced by any American community in recent history. About 20% of the total County population is Cuban, and over 50% of the City of Miami is Cuban. Ethnic politics is becoming a local fact of life as the Latin community, which is highly coalesced, obtains the franchise. From my perspective within the Dade County Manager's Office, I have been able to perceive some of the ways in which the community power centers operate on one another.

Firstly, there are several formalized ways in which the local system deals with interest group politics. Probably most significant is the State Sunshine Law which requires that all meetings of public officials be open to the public. There are a sufficient number of community watchdogs to make any commissioner think twice about covert collusion with other public officials. This essentially makes it necessary for interest groups to build their majorities on an individual basis. The County recently enacted a very strong conflict of interest ordinance which applies to elected and appointed officials in all jurisdictions in the County. Members of advisory boards, for instance, are subject to the ordinance. This action addresses the situation cited by Truman and others in which the interest groups are regulating themselves through a government organ (as with many of the federal regulatory commissions). Considerable pressure has been brought to exempt advisory board members from the conflict of interest ordinance. The reasoning is that the ordinance precludes local experts from participating in community policy-making.
A third formal channel of control is a lobbyist registration ordinance which requires the identification of all lobbyists appearing on behalf of various interest groups before the County Commission. This has a tendency to "broaden the public" of these groups, thereby increasing their need to externally propagandize.

These formalisms do not preclude interest group access to local government. The composition of the commission itself is representative of several interests ... the Black community, the construction trades, senior citizens, real estate, and land use reform groups, to name a few. In addition, advisory boards are extensively utilized as are public hearings. There is a core of local (non-political) leadership which appears again and again on these boards. These are financiers, developers, representatives of ethnic groups, religious leaders, businessmen, and media representatives. The local United Fund is the organization which is most inclusive of this leadership, and it is probably the single most influential non-governmental political force in the community. One is inclined to say that local policymaking is more elitist than pluralistic, although the extensive use of participatory-democratic techniques lends a legitimacy to local policy which has been difficult for opposing forces to overcome.

From my experience, the most interesting phenomenon has been the extent to which the administrative leadership (i.e., the County Manager) has succeeded in determining policy. If the County Commission is viewed as the fulcrum upon which community forces are brought to bear, the professional administration is indeed one of those forces. This is not necessarily an adversary relationship (indeed, it is essential for the administration to maintain a low profile as the respondent to commission policy decisions). But it is an eminently political and dynamic relationship which requires that the Manager must be constantly aware of the orientation of the power centers in the community as regards any action he might
take. As Dahl notes, expertise in the qualities of leadership seems to be the key to success in this area of public administration. The current manager has succeeded to the point that his 300 page, $200 million proposed budget was approved by the Commission without so much as a change in one line item. This seems to me to be a rather spectacular achievement in terms of interest group satisfaction. It speaks much more to public administration as a political art than as a technical art. That insight is the fundamental lesson of working in public administration. Technical expertise may be necessary, but it is not a sufficient condition for success in public management.

Within the local bureaucracy there are, of course, multiple points of access for interest groups. The County Manager is limited as is any chief executive by the size of the bureaucracy and the various constituencies which regularly work through the line departments. For instance, the Building and Zoning Department has been relatively autonomous from central control. Only recently a television expose concerning slipshod construction has forced some tightening of code enforcement standards (to the consternation of the building industry). The Public Safety Department has also been rather independent from central authority, but its activities may now be tempered as the result of an abortive probe into corruption in the local courts. These are ways in which publicity, more than any other factor, serves to control the nefarious activities of interest groups. (The question remains, of course, as to who controls publicity).

As mentioned previously, the Cuban in-migration and the resident Black population are giving rise to an era of ethnic politics. While county government is notably devoid of Latin representation, the County Commission has proclaimed Dade County to be a "bi-cultural county." The specific implications of this are not clear, but it is certain that it was done as a formal recognition of the Cuban community. The at-large electoral system used in choosing commissioners mitigates against
Cuban representation. However, there are some indications that anti-ethnic citizens may abdicate in the face of becoming a minority. A recent city of Miami election turned out only 20% of the voters to elect a mayor and commission. The established trend of immigrants should lead to substantial political activity within the Cuban community during this generation. It has the makings of a very powerful interest group.

Conclusions

During the course of a workday, one cannot avoid confronting interest group needs. It is not a matter of dealing with these needs in terms of this or that theory. It is a matter of assessing the demands in terms of other demands and in terms of one's own notion of the public good. Sometimes concessions must be made quite consciously. My experience suggests that most local elected public officials and most public administrators are genuinely motivated to serve the "public interest."

But frequently the difficulties of defining that elusive quarry is not fully appreciated until after one has become involved in the political process. It is easy to be a one issue candidate, but it is disarming to discover that your one issue was really a complex of issues. Finally we get back to the somewhat technical difficulty of response time. In many ways the "rules of the game" seem to apply more to process than to policy. That is, there are not sufficient widely held beliefs to overcome the interest group dynamics on vital issues like land use, resource management, and environmental controls. In Crenson's words, the on-going interest group dynamics result in "non-decisions." Lowi would assert that government is fiddling while Rome burns. There are indications that the public interest groups are enjoying some success. Locally we can point to a building moratorium ordinance and anti-pollution legislation. But these things have come late, and they have probably resulted from the widespread personal contact with the problems of growth and the deterioration of the quality of life rather than from "alarmist" activities of the public interest groups. I suppose
the critical question is whether or not, through education and involvement, a majority can be developed which demands a rational public policy which has continuity and a viable future. Such a policy would foresee energy crises, for instance, and would avoid them through restraint (rather than constraint). Given human history and the various dilemmas in which we find ourselves, it seems unlikely that we will develop such an enlightened citizenry. Further, the complexity of the problems may have superceded the viability of rational solutions. Using the familiar political or socio-economic models, we can describe much of the on-going societal behavior. Just as theories of light range from the quantum theory to the wave theory depending on the kinds of predictions one wants to make, the various political theories may all be valid at one time or another. They are not necessarily predictive. I would venture that the interest group model, with its pulling and tugging, its resultant procrastination, and the seeming randomness of the future, is reflective of the psychological problems confronting any human being. There are intrinsic uncertainties. Adjustments in one area create problems in another. Philosophically speaking, my view is agnostic ... feeling that one cannot perceive ultimate solutions to fundamental issues. Interest group dynamics, like any interactions, involve changes in both subject and object, the agent of change and those who are changed. Perhaps the simplest way to approach the problems of political dynamics is through Newton's laws of motion which would predict that inertia will perpetuate the present bargaining among groups until a sufficiently powerful force results in some significant change in direction.
Criminal Justice Issue Related to Participant's Field of Work

The criminal justice issue most closely related to my own line of work is alluded to in on page 11 of the curriculum statement and described in more detail in chapter 4, "Community Crime Prevention" of a National Strategy to Reduce Crime. Since my career work is in the field of public school administration, the relationship of criminal justice in which I am most interested is, of course, education. Specifically, within the context of the curriculum statement's discussion of criminal justice and the Peterson Commission's recommendations to reduce crime, my major interest is the role of the public schools as part of a total community crime prevention effort.

As Peterson's report indicates, schools are the first public agencies with which most children come into contact. For this reason many have proposed that the schools serve as vehicles for the solution of a host of public problems, including the problem of crime. The Peterson Commission is no exception to this. While recognizing the increasing demands already made upon local school boards, principals and teachers, the Commission nevertheless calls upon school districts to join in finding corrective measures to help alleviate the national crime picture.

According to Peterson, schools have this obligation, in part, because sometimes individuals come to the attention of the criminal justice system due to the fact that the educational system has not met their personal needs. This fact is reflected by high youth unemployment rates and high dropout rates. This failure to meet the needs of some students leading to their dropout situation and the
fact that what schooling they have had may not have prepared them to enter any productive career field, according to the implication of the Peterson Commission, has been a contributing factor to eventual criminal activities.

As an educator, I find myself in agreement with many of the points concerning crime and the failure of schools to meet the needs of some students but I feel that some qualifying points are in order and some information regarding changes going on in public education needs to be explained.

First, schools are a microcosm of society. The same problems, hopes, and realizations which exist in society as a whole also exist in schools. Schools have dropouts and failures just as society has them. Compulsory attendance forces the public education system to take and work with all children under the age of sixteen.

Schools have two related problems in this regard which society as a whole really doesn't. First, society has an institutional set of means to deal with the problems of crime and lawbreaking (police, corrections, etc.). Since the business of schools is education, little or no thought has been given for providing for this need aside from normal administrative procedures or calling in the outside (police) experts. Educators are not trained or fully equipped to handle lawlessness in schools; and yet, with schools being a microcosm of society, as in the larger society, these problems are there.

Another problem which schools have in this regard is that, though criminal justice components in one way or another deal with all of society, the public schools are facing a situation where a growing portion of its clientele are leaving the system to become a part of other (private) systems. With many upper
and middle class parents removing their children from public schools (as much due to social reasons as educational ones), this institution is fast losing that element of its population whose assistance, cooperation, and resources are necessary to solve the other problems. In a way public schools are becoming the educational institutions chiefly for the disadvantaged and poor. It is becoming increasingly difficult for public school systems to bear their responsibilities under the overload of this lopsided clientele situation. Add to that the fact that public schools then become the focus of criticism for everything from not correcting society's social ills to outright failure in education, and it is indeed a difficult burden to bear. Nevertheless, some progress is being made.

The Peterson Commission in its National Strategy to Reduce Crime book listed two important recommendations which could be undertaken by schools to help reduce crime.

The first calls upon educational institutions to "insure that every child leaving school can obtain either a job or acceptance to an advanced program of studies" at the time he completes his regular schooling. The Dade County School System, as many in the country, does a great deal in this area. There is a myriad of vocational programs operating in schools and such other programs as Cooperative Business Education, Distributive Education, and Shared-Time Vocational high schools in which students are given on-the-job experience and training right along with their regular education.

In the elementary grades, the school system's efforts are two-pronged. On the one hand there is a great deal of emphasis on the development of basic reading and math skills. New methods and technologies are being tested and
tried including: teaching machines, systems approaches, and performance contracting. Meanwhile, in addition, last year the Dade County School System launched into a widespread elementary grades career education program. Geared to the needs of the young child it is meant to have 7, 8, and 9 year olds begin to think about the world of work. Included in the program is formal study of various broad occupational fields, the types of preliminary training needed for them, and general emphasis on the work ethic itself.

The other recommendation made by the Peterson Commission is somewhat broader in scope than preparation for work:

"Varied alternative educational experiences should be provided to students who cannot benefit from classroom instruction. School counseling and other supportive services should be available. There should be bilingual programs for young people who are not fluent in English. There should be a guarantee of functional literacy to every student who does not have serious emotional, physical, or mental problems."

The Dade County School System, as many in the country, has been experimenting with alternative schools to meet the needs of exceptional or special children or children with learning problems. Presently there are six special type centers in the system in addition to the alternative school arrangements which can be found within nearly all existing schools. In addition, counseling staff in the school system has nearly doubled in recent years while the student population as a whole has increased by 10% during this same period.

Dade County's bilingual education program is one of the model ones in the country. Millions of dollars are spent guaranteeing that all students are functionally literate in English, while at the same time, providing other instruction in their native Spanish language for Latin-origin students who wish it.
The Peterson Commission on page 58 of the *National Strategy to Reduce Crime* book points up Flint, Michigan as an example of a school district which opened its schools to the community for special types of programs in evenings, weekends, and summertime. Dade County, recognizing the benefits from the Flint experiment launched two years ago in a community school program which today includes more than fifty schools. Though the statistics enumerated in the Flint case (decreasing juvenile crime, fewer dropouts, fewer cases of recidivism) have not yet been documented in the Dade County area, we are confident of making some of the same progress which Flint, Michigan experienced.

Perhaps the most successful Dade County School crime prevention program which exists is the Officer Friendly Program. This program, initiated with funding from the Sears Foundation, has 6 full-time police officers visiting each elementary classroom in the District. The goals of the program are jointly to build in students a feeling of understanding and respect for the concept of law and to build a feeling of trust in children for the policeman and his role in society.

This program in Dade County has been immensely successful. Documentation of results in the form of attitude surveys taken by children show an increase in trust and respect for law and policemen. Also, in areas of concentrated work by the police we have been able to see a reduction in the cases of juvenile crime.

In conclusion, I would agree that the schools of America, as other institutions, do have a role to play with the community at large in the prevention of crime. I do feel, however, that an empathy for the problems of public schools along with assistance where needed and a recognition of places where progress is made are necessary co-requisites.
The national security problems discussed in the curriculum statement all appear to be rather serious. The choice of which one seems least likely to endure was most difficult. However, after reading and thinking about all of them considerably, my selection of the one for which there is the most hope to resolve is described on page 24. It has to do with the onset of economic warfare waged in peacetime.

According to DeWitt C. Armstrong III, the scope of economic warfare has grown so that it is now possible for any group of nations to do economic harm to others through the exercise of its economic resource prerogatives. The example of Arab manipulation of oil supplies is used as a case in point to illustrate a recent case of where one group of nations actually did significant economic damage to others.

Of the problems discussed in the curriculum statement I feel that this is the least serious. Nations have always exercised their economic powers in their own self interest. It is one of the primary rules for survival and the gaining of national wealth and power. What we do have at this time, however, which has not existed before, is the flexing of economic muscle power by nations which traditionally have been the have-nots.

In a sense, the Arab manipulation of its oil resources to serve its own interests may be a welcome sign. It heralds an era of the diffusion of power from just the two or three super powers to other nations which formerly were dependent upon the goodwill of the great powers to watch out for their interests. The reason that
I say this might be a good thing is that, if nations can assess their economic resources on the international marketplace with resultant negotiations and gains can be made by previous have-not nations in this manner, there might be less of a tendency to use violent means for oppressed people to gain those things which the affluent nations have made them aware of but have not provided.

If one examines this particular "problem" in the historical perspective of nations of the world it does not seem serious. The nations of Europe embarked on discovery and exploration voyages to serve their own economic interests. Nations of the western hemisphere raided Africa's manpower using them as slaves to build up their economies. The entire mercantilist concept of colonialism put in to practice by the 17th - 19th century nations of Europe was to provide the mother country with resources which would improve her economic condition.

What we have happening now in the latter quarter of the twentieth century is a coming of age of many of the lesser-developed countries of the world. There is a growing realization on their part of the way that these other nations become so powerful and influential - through the exercise of economic prerogatives. Since this manipulation of economic resources is working for these new nations, there is, in effect, a shifting or balancing of some of the world's power. This is evidenced by the fact that once the United States realized that the Arab could, in fact, influence this nation's economic well being, there were immediate negotiations set up in which some trade-offs were made to these nations in return for an easing of the oil embargo. The evidence that these negotiations were successful can now be found in the fact that the oil crisis in this country is not as severe as it was five months ago. However, it has happened at a cost, higher prices for gasoline as one example.
NOVA UNIVERSITY GRADUATE PROGRAM IN PUBLIC ADMINISTRATION

COMMENTARY EXAMPLE

Reactions to Series of Questions

The curriculum statement by DeWitt C. Armstrong III contains a great many questions in several series. To focus attention and complete the assignment within a reasonable time period, selected series of questions which I found to be most important were selected for reaction and response.

Criminal Justice

On page three in discussing the context of the criminal justice field the question is asked of what would happen if many came to lack confidence on the system's proclivity to treat us all fairly and equally. It is my feeling that this is a most important question because, though the system is supposed to do that, many (especially the poor) who have come into contact with the criminal justice system realize that this just isn't so. The amount of money one has for defense and the ability his attorney has to bargain for pleas and negotiate with prosecutors all too often separates those who are treated equal by the system from those who are treated "more equal".

I believe that the hypothetical query contained in the original question is not really hypothetical nor untrue. Many do believe that the system is inherently unfair and discriminatory. A great deal must be done to solve this problem and bring about more equity in the criminal justice system. The first step toward resolution of this problem, however, is to recognize that it exists.

On page 11 of the curriculum statement is a series of questions about the strength of federal leadership being great enough to energize the states to produce strong systems and whether or not, in view of urban crime rates, metropolitan authorities
are sufficiently engaged. I believe that the federal leadership is there and that the state commitment is growing stronger. What must be done is to find a way to bring about unity of objectives and action rather than counterproductive vying for control and credit which exists among the various branches of government.

One problem that exists in urban areas is that a myriad of municipal, county, and state police departments get lost in the overlapping domains which exist and at times tend to lose sight of the real objective as they insure that territorial claims and prerogatives are not violated by neighboring enforcement agencies. I believe all police forces in a state should be managed under a single operation with no more than regional offices. Municipalities should financially contribute to a more effective area-wide enforcement agency rather than maintain their own. I feel that the same proposal in the Courts volume which suggests unifying all state courts is also worthy of adoption.

The two future possibilities referred to on page 12 of having less violent crimes committed because of enlightened social commitment to improve the quality of life or having more lawlessness and violence sweep us up because of more powerful unknown tendencies is not really an either/or situation. We live in such mixed-up times that I believe both trends, with their underlying causes, will concurrently continue to increase. As to which will win out in the end, there isn't enough information about society at this point for us to know.

National Security

In the area of national security, Armstrong on page 23 asks whether or not the United States practice of evaluating virtues of non-involvement vs. the risks of involvement each time there are regional conflicts is a wise practice. A
few years ago I may have questioned that practice. From an isolationist point of view it is easier to take a "let everybody mind his own business" approach. However, the world today is so interdependent (economically, politically, etc.) that it really is just not possible to protect our own interests by ignoring the problems of others. Also, with so many nations now having the possibility of the use of nuclear weapons (note India in the news recently) it would, indeed, be gambling with the world's security for a nation as large and powerful as ours not to very closely weigh the sides of each international troublespot and try to help alleviate the problems peacefully.

The series of questions on page 25 gets right to the heart of a matter which has troubled me greatly in recent months. That is that the feeling of political disintegration which we have openly conveyed to the world's press recently may come back to haunt us. Among nations that don't enjoy our democratic traditions of free and open speech there may be a tendency to interpret the present degradation which we are heaping on our chief executive as the beginning of a highly politically unstable situation in our country. It is my feeling that we have begun to experience some of this already as evidenced by the recent and sudden lack of Soviet cooperation in the arms limitation talks and in the problems of achieving a Syrian-Israeli ceasefire. It may be that through this loss of credibility we are paying the price of demanding morality in the highest levels of government.

Later series of questions in the curriculum statement bring up another and final point which I wish to discuss: the future role of the American Presidency in foreign affairs. Many people in recent years, myself included, have felt that the Presidency, especially under Richard Nixon, has taken more than its rightful share of constitutional powers. This can be due to many reasons—the times.
the man, the mood of the country. However, since the dawning of Watergate a new mood has swept the American Congress. No longer satisfied with its former relegation to stepchild status in the nation's political processes, the Congress is beginning to show signs of power, the likes of which have not been seen in many decades.

A concern that I have now is that the pendulum may swing too far the other way. In most countries, especially those having parliamentary systems, a nation's chief executive is a rather powerful and important post. It may happen that as a part of the balancing process that will occur between our chief executive and our national legislature, the office of the President will decrease in its position of relative power and influence. As this happens, and governments attempt to realistically assess the power situation of the United States from their frames of reference, it could have some detrimental effects on our national security status.

In conclusion, let me say that I found the reading this month in the curriculum statement and the required reading from books and articles to be most interesting and provocative. The issues related to criminal justice and national security were well explicated.
APPENDIX B

CASE PROBLEM EXAMPLE
David Graham, the young, new Wessex County manager, didn't really want to shoot Santa Claus. At least that wasn't the way he saw the issue. However, that was apparently the way many county employees viewed his comments at last week's staff meeting. He had voiced his concern regarding the acceptance of Christmas presents by the staff and the holding of Christmas parties in county office buildings. It looked like he may be off to a bad start in his new job--for which he had had such high hopes. In considering this question, he recognized that it could not be separated from the broader issues of county traditions and practices, the differing concept of the manager post, of the interfaces of the personalities and roles in the leading county office.

Wessex County is a large suburban jurisdiction. Before World War II it was predominantly rural. Since then, it had grown rapidly to a population of over three hundred thousand. Wessex is in several respects, an amalgam of contrasts. Despite urbanization, over half of the area of the county remains open countryside. The picture is one of rapid suburban growth, housing development, shopping centers, and industry parks spread out from the neighboring central city of engulf farms, country estates and older rural communities which have long served as identifying centers for sections of the county. Like many suburban jurisdictions, the county was slow to face the need for new roads, water and sewer lines, schools, libraries, parks and recreational facilities, and other public amenities required by this rapid transformation. But for more than a decade the county had been engaged in an effort to catch up--by means of capital improvement exceeding fifty million dollars per year.
The population of Wessex is likewise a mixture. Many older residents maintain nostalgia for the county the way it was some unspecified time in the past. Many newcomers want to keep it in the present form. Others, recognizing the lucrative opportunities presented by rapid development have promoted growth.

Wessex County government reflects this blend. A decade earlier a new charter had been adopted as the culmination of reform efforts which had the self-serving cooperation of the entrenched political leadership. The new charter provided for a seven-member council elected at large, a full-time, elective County Executive and an appointed Manager. The Manager is responsible for the administration of the County. By law, he selects (with the approval of the County Executive) and directs most of the department heads; he prepares and supervises the implementation of the budget; and he is responsible for the general standards and supervision of all County employees. The major aspects of county governance not subject to his control are the Department of Education, the Office of the Assessor, Zoning and the Office of Law. The Charter thus reflects an effort to reconcile the administrative values of council-manager and strong mayor forms of government yet preserving from reform control those perquisites of government from which the county politicos had long benefited and did not relish relinquishing to reform machinery.

David Graham was only the second person to hold the post of County Manager. His professional city management background contrasted strikingly with that of his predecessor, William Hall, a local boy who had worked his way up the ranks and had been promoted from the post of Budget Director when the charter had been adopted ten years earlier. Although not a college graduate, and without professional ties, he had a detailed knowledge of Wessex County administration--but lacked a broad grasp of the overall issues which a rapidly growing local
government generated. However, he had the personal charm and had an ability to relate to various political factions. (He advised Graham to contribute to each of the political candidate's campaign funds.)

When David Graham had been interviewed for the managership several weeks earlier, he had been very favorably impressed with the personality of the County Executive, Carl Palmer. Palmer appeared to have a broad interest in the county problems, a real concern for improving services, and an appreciation of Graham's education (B.A. Wesleyan, M.P.A. Syracuse) and previous city management experience. He also possessed a charming manner which some persons described as "sweetness". Carl Palmer had been elected to the post three years earlier. He was a first generation American who had returned from World War II, attended the local law school at night, run unsuccessfully for a county-wide post, and then won the minority party's nomination for county executive. The majority party split wide open in the September primary and the incumbent Executive had lost to the what was locally called the "Old Guard". The losing side then supported Palmer in the general election (having been assured that the political appointees, including several department heads, would be retained). Palmer's tenure had not been tranquil; he failed in his efforts to start an urban renewal project and he was frustrated in almost all his other efforts by the council which was controlled 6-to-1 by the other party--two of whom had already announced their candidacy for Executive in next fall's election. Graham had already found that it was difficult to avoid being caught in the crossfire between the two institutions. The council appeared to view Graham as the "Executive's man", and the Executive suspected any efforts Graham makes to keep council members informed.
Graham had accepted the offer of the manager's post and had been confirmed for the office early in November. He looked forward to working with the moderate, energetic County Executive who was already attracting favorable state-wide attention. Within several days, Graham found that the situation was somewhat different from his initial impressions.

Palmer soon told Graham that he intended to run for governor (he would rather lose a gubernatorial race than a county executive one). Consequently, Palmer had limited remaining interest in county affairs. Graham was told to handle administration of the county and make the minimum demands on Palmer's time and judgement. (In effect, Graham was told to administer the county with the least possible "rocking of the boat").

Graham also began to have second thoughts regarding the depth of Palmer's appreciation of governmental issues and professional administrative expertise. For example, Palmer had superficially dismissed Graham's efforts to discuss a proposal for sub-county offices, the need for a local open-housing legislation, and the desirability of relinquishing county control of sewer development to a proposed metropolitan-wide sewer authority. In this and other ways Palmer didn't appear to appreciate Graham's professional judgment. This was confirmed when Palmer objected to Graham's plans to attend a forthcoming professional association meeting. Graham was also surprised to be asked to substitute for Palmer as a speaker at a meeting which was essentially political. It was evident that there was a difference of opinion between Palmer and Graham with regard to the conception of the manager role—whether as a political deputy or a professional associate. And the interface between them was already becoming strained as a result. Judging by Palmer's comments regarding county department heads, Graham began to wonder if Palmer valued personal loyalty more than professional expertise.
Graham had resolved when he first took office to go slow in proposing any changes. He had been advised by one of his city manager colleagues, "Remember the importance of staying in office to battle to accomplish any of your goals. Choose your issues carefully". However, with the approach of the Christmas season, he was concerned with the reported prevalence and obvious nature of Christmas gift-giving. Most of those doing substantial business with the county (suppliers, contractors, construction companies, engineering firms, etc) by long-standing custom, delivered presents to the leading officials with whom they dealt. Graham learned that not only were presents sent to homes, but many were delivered directly to public offices. Many firms delivered cases of liquor and other substantial gifts to the principal county offices (e.g. Purchasing, Planning, Public Works, Licenses and Inspection). Some of these presents provided the basis for office parties which began the morning of Christmas Eve and continued throughout the day. Several of the parties adjourned in mid-afternoon to various clubs and restaurants in the county where the employees, politicians, and other well-wishers made the rounds visiting and exchanging season's well wishes.

During an early December staff meeting, the County Manager raised the question of whether the observation of the gift-giving and office partying might give a poor impression to some of the citizens who were transacting business in the county at the time these presents were distributed or when parties were going on at the county premises. He raised with the department heads a question as to whether a new policy should be considered, one in which no presents would be received in county offices and no office parties held on county premises. He suggested that perhaps the county office building should be closed at noon on Christmas Eve so that the various offices of the county could schedule Christmas parties at various points off the county premises. No decision was made at the staff meeting, but the matter was to be considered again at the next meeting.
During the week before the meeting, Graham heard from several sources, that many of the department heads were disgruntled with the proposed policy despite the fact that they had raised no protest at the staff meeting. Among the reported comments: "But we have always received Christmas presents", "Private businessmen receive presents, why can't we?" "Nobody expects to influence our judgment", "It would be embarrassing to return the presents", "What the hell is bugging him", "What does he want to do, shoot Santa Claus." The professional Planning Director had reportedly commented, "Let's see if the young manager can carry this off."

While the County Manager had anticipated some opposition at the coming staff meeting he had not anticipated what would occur. He had not anticipated that his Administrative Assistant (a local lawyer who had been selected by Palmer two years previously) would come into his office only a few minutes before the staff meeting to inform him that the County Executive's instructions were that the proposal for a Christmas present policy was to be dropped. The Assistant said that the County Executive was offended that the proposed new policy had even been considered without being previously discussed with him. It was reported that in the discussion of the issue, the County Executive had commented that, "If anybody thinks that I can be bought with a case of liquor--."

In reflecting, the County Manager realized his position was somewhat precarious. His options appeared limited. He had been appointed only the previous month and he had not yet developed a strong network of acquaintances within the county to defend his position. He also suspected that the County Executive's assessment of the County Manager, Graham, was of one whose understanding was politically naive.

After his Administrative Assistant left his office, Graham attempted to call the County Executive--but found that he was not available. He had to make a decision before the staff meeting convened in a few minutes. To go
ahead and propose his new policy regarding gifts and parties as he had initially intended, might permanently estrange him from Palmer and other county officials. Was this the issue to choose to "go down with colors flying"? On the other hand, to drop it altogether might denote weakness. He was aware that there would be serious consequences not only immediately but in the long range, whichever stand he adopted. His options appeared limited; he wondered if there was any way he could avoid scuttling his concern completely--or was the issue already closed and the damage already done. Was this question part of a broader problem he needed to consider? He was still pondering his dilemma as he walked into the staff meeting and exchanged pleasantries with the department heads.

How important was it to preserve his image as the effective head of administration of the county?
APPENDIX C

GLOSSARY OF TERMS
GLOSSARY OF TERMS

ANALYSIS & DECISION MAKING MODULES. Analysis and Decision-Making I includes the case problem, first JAR and first Workshop. Analysis and Decision-Making II includes the second JAR and the second Workshop.

CASE PROBLEM. A problem-case, as the term is used in this program, is the description of a situation which was (or is) judged to require remedial action by one or more public officials or administrators.

CLUSTER. A group of participants who commence the program at a given location and continue to meet together through the sequences of the program.

CLUSTER DIRECTOR. In charge of cluster arrangements and communications with the Nova GPPA office, and has an educational role with the Preceptor in course conferences.

COMMENTARY. A paper of 8-15 pages prepared regularly by each participant, and submitted one week in advance of each course conference, presenting the participants' thoughtful reaction to the unit curriculum.

COMPREHENSIVE ASSESSMENT. A written examination used to evaluate the participant's educational achievement during the course given at the conclusion of Sequence Six to all candidates, DPA as well as MPA.

COURSE CONFERENCE. A two-day meeting of participants, the preceptor and the cluster director during which the subject of the unit is studied intensively.

CURRICULUM STATEMENT. The introductory essay for each sequence/unit prepared by a specialist who may also be a Preceptor or Staff member.

DIRECTOR. The Director of the Graduate Program in Public Administration at Headquarters.

FINAL ASSESSMENT. An examination following Sequence 9 and including defense of the second job-related analytical report (JAR).

NATIONAL WORKSHOPS. A meeting of participants from all clusters for intensive study. Workshops are held in Fort Lauderdale several times each year. The participants who attend should normally have completed at least two or more sequences' work plus JAR requirements. DPA candidates attend for ten days, MPA candidates for five. DPA final examinations are also held at this time.

JAR. A Job-related Analytical Report (JAR) is the analysis of a significant unresolved problem of a programmatic or operational character which on the basis of careful examination of relevant data (1) defines the problem accurately, (2) postulates the goal or goals to be sought, (3) evaluates alternative solutions in terms of time and resource costs and benefits, (4) proposes a course (or courses) of action, including a schedule and budget, and (5) outlines procedures and criteria for evaluating results at stipulated future times in the light of the postulated goals. MPA participants will complete one JAR; DPA candidates two.

PARTICIPANT. A person enrolled in the Nova Graduate Program in Public Administration -- a member of a cluster.
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