
Appendix E

**University of Georgia Comps
Questions**

MPA Comprehensive Exam
Study Guide

MPA Comprehensive

Examination Fall 2007

Directions: Answer one (1) question from each of the following sets.

PUBLIC ADMINISTRATION AND DEMOCRACY

1. From your understanding of Woodrow Wilson's 1887 essay and the works of Frederick Taylor, Max Weber, and Luther Gulick, develop an essay in which you explore the possible logical connections between these scholars. What common themes, if any, exist in the works of each of these individuals? Do any of the major arguments developed by each complement works by the others? If so, explain the connection.

2. Develop an essay in which you respond to the following assertion: public administrators, as they go about their tasks of implementing the law, should make value judgments designed to further equity in the provision of public services. How could some scholars and administrators argue in support of this view? Why would some observers find this use of administrative power undesirable? What is your view on the issue?

PUBLIC PERSONNEL ADMINISTRATION

1. You recently went on a job interview for the position of Assistant Personnel Director with a large local government. In the interview the Director asked you how your Masters in Public Administration prepared you for the position and if your degree provided you with unique insights into human resources management issues in the public sector. He went on to ask if you felt you were more or less prepared than an applicant with a Masters in Human Resources Management. Write an essay that explains how you would respond to the Director.

2. In merit systems, applicants for employment are screened for selection on the basis of their performance on open competitive examinations. What are the various types of examinations that are commonly used in the public sector? Ideally, how would such examinations be developed? What is the concept of examination validity, and how do we attempt to determine the validity of examinations used for selection

purposes? Which approach to determining examination validity is most useful, and why is that the case?

PUBLIC BUDGETING AND FINANCIAL ADMINISTRATION

1. Governments normally collect revenue through their sovereign taxing power. However, government also raises some revenue through voluntary exchange. Lotteries are an example of such a voluntary exchange and have become a popular source of revenue for state governments. In the State of Georgia, the lottery has been used since 1993 to support the HOPE scholarship, which provides financial aid to qualified students for post-high school study. However, scholars, practitioners, and citizens express several concerns about the use of lottery proceeds to fund government programs. Based upon your knowledge of the standard tax evaluation criteria discuss the pros and cons of using lotteries as a government revenue source. Cite relevant literature as appropriate.

2. The history of public budgeting is replete with efforts to integrate program and performance information into the resource allocation process. What have been the motives for such efforts? What have been the principal systems or techniques used? What is the empirical evidence about the degree of success of such efforts?

PUBLIC MANAGEMENT

1. Privatization of public services and activities has been one of the major trends in governments around the world across the last several decades. Write an essay on privatization in which you describe the trend and discuss the kinds of functions or activities that governments are privatizing. Suggest reasons for the privatization trend, and any evidence that you know regarding the impact of privatization. Also, please discuss any significant issues that privatization raises for public management.

2. A topic that often surfaces in public management is reform. What have been some of the major reform movements that have affected public management over the past century? What important changes have the various reform movements advocated for public management? To what extent have these changes been implemented and sustained over time in public management? Which of the suggested

changes do you consider most useful? Which of the suggested changes do you consider least useful? Please explain all answers and refer to the relevant literature.

MPA Comprehensive Examination

Spring 2008

Directions: Answer one (1) question from each of the following sets.

PUBLIC ADMINISTRATION AND DEMOCRACY

1. It is often said that there is no dichotomy between politics and administration. But is that really accurate? What about, for instance, the idea of a merit-based civil service system insulated from partisan political decision making? Is this idea old fashioned? Still relevant? If public administration is involved in politics, are there some forms of politics which can and should be kept out of administration? If so, explain the distinction and use examples. If not, is there any legitimate justification for a professional MPA degree?
2. Wallace Sayre once wrote that public and private administration are alike in all unimportant respects. What is meant by such a statement? Is it accurate? How do you assess the claim that administration is a generic subject that can and should be studied and generalized about in a broad sense rather than sector by sector?

PUBLIC PERSONNEL ADMINISTRATION

1. The need to find effective ways to counter discrimination on the basis of factors such as race, ethnicity, and sex has been an important issue on our policy agenda for a considerable number of years. Develop an essay in which you discuss the evolution of anti-discrimination policy with respect to public employment. What is the legal foundation of equal employment opportunity policy in the public sector? Under what circumstances might an employer be vulnerable to discrimination charges? As a public manager, what issues would you pay particularly close attention to if you wished to avoid allegations of discrimination?

2. What do you see as the most important components or aspects of a modern merit system for public personnel administration, and why do you find them to be important? How do we attempt to implement the merit principle in the civil service? What impact, if any, do you believe currently popular civil service reforms will have for the merit principle? What is your forecast for the future of merit in public service?

PUBLIC BUDGETING AND FINANCIAL ADMINISTRATION

1. You recently have been hired by the Department of Budget and Finance of a medium size county government. The county manager believes negative public perceptions of the national debt, now at approximately \$8.4 trillion, may jeopardize the success of an upcoming county bond referendum. She asks you to prepare a memorandum which distinguishes county debt from national debt, and delineates the advantages of bonded indebtedness as a method for funding county projects. Your memorandum will be used in the manager's efforts to promote the bond referendum. What would you write?
2. What is capital budgeting? How does a capital budget differ from an operating budget? How is a capital budget related to an operating budget? Why do state and local governments do capital budgeting? What are some common problems or difficulties associated with capital budgeting?

PUBLIC MANAGEMENT/ORGANIZATIONAL THEORY

1. What have you learned about theories of motivation? How are motivation theories generally categorized? Identify four different theories of motivation and describe them in detail. What assumptions do they make? What lessons or insights do they provide for public managers?
2. Organizational theory has developed over many decades. Please develop an essay in which you discuss that development. What was the nature of the earliest theories? What assumptions did those theories make about people and organizations? How were later theories different? How would you describe the current status of organizational theory?

Directions: Answer one (1) question from each of the following sets.

PUBLIC ADMINISTRATION AND DEMOCRACY

1. Reviewing the last 5 years of comprehensive exams, the most frequently asked question in this section of the exam concerns the politics/administration dichotomy. Why is that? In other words, why has the discussion of this dichotomy been so central to the field of public administration? Is this a uniquely American concern? Discuss how the dichotomy has shaped the theories and research of the field.
2. In his classic article "Government is Different," Paul Appleby asserts that the administration of government is different from every other activity in society. In what way is administration in the public sector different from administration in the private sector? Consider some core processes of administration: financial administration, strategic planning, and personnel administration and discuss how these processes are different in the public sector.

PUBLIC PERSONNEL ADMINISTRATION

1. There are numerous constraints on personnel administration in the public sector that are not present in the private sector. Suppose you were discussing personnel issues with a colleague from the business school. Your friend asks you to explain why public personnel administration is different from personnel management in the private sector. How would you respond? Please give several examples of differences and explain their impact and why they are present. Be sure your answer focuses specifically on personnel administration.
2. Currently, the majority of public employees possess a "property right/interest" in their positions. Explain what is meant by a "property right/interest" and discuss the history of this protection for public employees. How is this right established? How does this affect the work of public personnel administrators? Discuss how recent civil service reforms in some locations have altered this right.

ORGANIZATION THEORY - PUBLIC MANAGEMENT

1. Leadership is a topic that is often discussed in the literature of public management but little understood. Write an informed essay in which you define and discuss the role of leadership in public organizations. What do you consider the most persuasive theories of organizational leadership? Why? How is leadership similar, to or different than, related concepts such as management and administration?
2. Some organization and management scholars take a “generic” approach to their topic, arguing that we need general theory that applies across organizational settings. They typically reject the usefulness of distinctions such as those often drawn between public, private, and nonprofit organizations. Other scholars, however, contend that managing in a government agency has distinctive challenges and requirements. Discuss the generic orientation, its pros and cons, and evidence both for and against it.

PUBLIC BUDGETING AND FINANCIAL ADMINISTRATION

1. Since the start of modern public budgeting in the U.S. in the early 20th century, scholars and practitioners have elaborated on the fundamental principles of public budgeting. Name any three of those principles, elaborate on their main features, and, citing examples from the budgets of state or local governments, discuss whether these principles are still applicable and used in current practices.
2. Recently some political figures in the state of Georgia have proposed to replace the local property tax for schools with a three percentage point increase in the sales tax. Analyze the feasibility of this proposal, and its potential consequences for public finance, using the evaluation principles that you have learned. Use hypothetical calculations to help illustrate your points when possible.

Doctoral Examination

Public Budgeting and Finance

Fall 2004

Morning Session

Part I: Please answer one of the following two questions:

1. What have been the contributions during the past 30 years of the following laws to the development of the federal budget process: Congressional Budgeting and Impoundment Control Act (1974), Balanced Budget and Emergency Deficit Control Act (1985), Budget Enforcement Act (1990), Chief Financial Officers Act (1990), Government Performance and Results Act (1993) and Line-Item Veto Act (1996)? What were the purposes and principal features of each act? How have they influenced the budgetary roles of Congress and the president? What has each act achieved; how has it influenced federal budget policy? Cite the most authoritative literature at appropriate points in your essay.
2. Identify what you judge to be the ten most important peer reviewed journal articles on government budgeting and finance written in the past 5 years. What are your selection criteria? What are the major themes, methods, conclusions and contributions of each article? What has been the collective impact of these ten articles on the field of government budgeting and finance?

Afternoon Session

Part II: Please answer one of the following two questions:

1. During the past 35 years lotteries have again become a popular source of revenue for state governments. However, several concerns have been expressed about the use of lottery proceeds for funding government programs. They include: (1) *adequacy*-lottery proceeds generally contribute a small share of total state revenues, (2) *administrative efficiency*-lottery proceeds generally are more expensive than tax revenues to collect; (3) *stability*-lottery proceeds generally are an unstable and unpredictable source of revenue; (4) *equity*-lotteries, if regarded as a tax rather than a voluntary payment, are regressive in that they place a greater relative burden on low income players, than on high income players, and (5) *fungibility*-lottery proceeds may be substituted for state general funds. An empirical literature has evolved around several of these concerns. What are the most important pieces of empirical research about lotteries? What were their methods and findings? What important empirical questions about state lotteries remain to be addressed?

2. Citizens of Athens-Clarke County entering the voting booth on November 2, 2004 will be given the opportunity to vote Yes or No on the following question: "Shall a special 1 percent sales tax be imposed in the special district of Athens -Clarke County for a period of time not to exceed six years and for the purpose of raising an estimated amount of \$122,000,000 for [various projects listed]?" Describe the principal features of the Special Local Option Sales Tax (SPLOST) in Georgia. Applying standard tax evaluation criteria, assess the advantages and disadvantages of SPLOST.

Part III: Please answer one of the following two questions:

1. Assume you are serving in an advisory role to a country that is in transition from a planned economy to a market economy. Your task is to design an intergovernmental financial system and local budgeting processes. Describe the design for the system and processes, as well as the necessary steps and pre-conditions for implementing the design. Include in your discussion any existing literature and research on this topic.
2. During the recent period of fiscal stress in the American states, budget stabilization, or so-called rainy day, funds have received increased attention from policy makers and researchers. With specific reference to the existing literature on this subject, assess the role of budget stabilization funds in state government budgeting.

Doctoral Examination

Public Budgeting and Finance

Fall 2005

(Morning Session)

Part I: Please answer one of the following two questions.

1. Since the approval of the Local Option Sales Tax by the Georgia General Assembly, most of the 159 Georgia counties have adopted the LOST, SPLOST and/or ELOST programs. These programs have had obvious impact on the finances of the counties. Elaborate on the observed effects of adopting one or all of these programs by the counties, citing literature and providing an empirical model that you may use if you are to conduct a study of these programs.

2. Public budgeting has proved to be a rich source of debate among scholars and practitioners alike. The purposes, methods and outcomes have been challenged repeatedly. As a result, budget reforms are common, and some might say too frequent. Budget reforms such as line-item budgeting, zero-based budgeting, and performance-based budgeting were all developed in response to perceived shortcomings in some other system. They become popular only to become the target of later reform efforts. Choose one such reform; discuss its theoretical origins, its proponents' critiques of previous methods, and the empirical evidence from the scholarly literature with respect to the outcomes the reform generated.

(Afternoon Session)

Part II: Please answer one of the following questions.

1. Several local governments in Georgia are currently considering a policy of tax "freezing." Under such a policy, assessed value would be "frozen" at the time of purchase and would remain unaltered until the next change of ownership, at which time a new assessment would be applied, to be followed by another freeze that would remain in force until the next change of ownership, etc. Tax rates might change from year to year, but property assessments would not. Discuss the motivations for, and fiscal implications of, such a local government tax policy. Do you recommend adoption of such a policy? Why?
2. In recent years, there has been considerable interest in performance budgeting. What is performance budgeting? What are its antecedents? With specific reference to empirical research on the subject, how successful has it been in penetrating traditional budgeting practices at the national and state levels in the U.S.? What recommendations would you make to national and provincial governments in China regarding adoption and implementation of performance budgeting?

Part III: Please answer one of the following questions.

1. What have been the contributions of the following laws to the development of the federal budgetary process: the Budgeting and Accounting Act of 1921, the Congressional Budget and Impoundment Control Act of 1974, the Balanced Budget and Emergency Deficit Control Act of 1985, the Budget Enforcement Act of 1990, and the Line-Item Veto Act of 1996? How have they influenced the

budgetary roles of Congress and the president? How has each influenced federal budgetary policy? Cite the most authoritative literature at appropriate points in your essay.

2. Congressman John Linder (R-GA) and others have proposed a national sales tax as an alternative to the current federal income tax. Applying standard criteria for the evaluation of taxes assess the national sales tax proposal.

Doctoral Examination

Public Budgeting and Finance

Fall 2006

(Morning Session)

Part I: Please answer one of the following two questions.

1. According to a recent Wall Street Journal story (Sept. 7, A20), the hottest issue in the fall 2006 Democratic primary for governor of Massachusetts is income tax cuts. Two of the three Democratic candidates advocate cutting the state's flat-rate individual income tax to 5 percent. In fact, the general inclination towards proportional taxation has been gaining momentum since the 1970s, with California's Proposition 13 triggering a domino effect reversing the, progressive taxation principle that had been on the rise then. Discuss the change in attitudes among Americans in the past century towards progressive and proportional taxation, as well as the ability-to-pay and benefit principles of taxation at the state and local levels. Cite important literature on taxation, growth of the public sector, and public financial administration.
2. In July 2006 the governor of New Jersey fought a battle with the state legislature over an increase in the state sales tax and the use of revenue it generated. The governor wanted to use revenue from the increased sales tax to balance the state's budget. The legislature wanted to use most of the additional money for property tax relief. This battle involved almost every aspect of the relationship between the executive and legislative branches over budgetary institutions such as budgetary authority, balanced budget requirements, gubernatorial veto powers, legislative control of the purse, budgetary procedures, budgetary impasses, and so on. The dispute also reveals changing attitudes among politicians towards revenue portfolios, i.e., what tax types and tax structures to adopt. Write a comprehensive

essay citing important, representative literature, on public budgeting at the state level. Your discussion should cover three of the budgetary institutions mentioned above. Then design a study of any one of those institutions, using both qualitative and quantitative methods. Do not forget to mention data collection strategies.

(Afternoon Session)

Part II: Please answer one of the following questions.

1. Public budgeting has proved to be a rich source of debate among scholars and practitioners alike. The purposes, methods, and outcomes have been challenged repeatedly. As a result, budget reforms are common, and some might say too frequent. Budget reforms such as planning programming budgeting systems (PPBS), zero-based budgeting, and performance budgeting were all developed in response to perceived shortcomings in some other system. They became popular only to become the target of later reform efforts. Choose one of these reforms and discuss its theoretical origins, its proponents' critiques of previous methods, and the empirical evidence from the scholarly literature with respect to outcomes the reform generated.
2. Several states have declared sales tax holidays, in which the state does not collect sales tax on certain items for a short period of time. In most instances, the holiday has been for clothing and the period has been a week or ten days in August, the idea being to give a "back-to-school" discount as families get ready for the new year. Discuss the implications of these holidays with respect to the broader tax issues of yield, equity, administration and compliance, and economic impact. Use examples from the literature to support your analysis.

Part III: Please answer one of the following questions.

1. The line-item or object of expenditure budget has been attacked by academic observers of the budgetary process. Nevertheless, it survives, in one form or another, internationally and at all levels of government in the U.S. What is the origin of this budgetary structure? What are the primary criticisms of it? What factors account for its broad acceptance and continued use?
2. Local governments rely primarily on property taxes as their primary revenue source. The administration of this tax is relatively complex because it requires estimation (assessment) of the relative value of properties. If assessments are not done regularly and

accurately, valuation estimate disparities are produced. These valuation disparities create taxation inequities, that is, the tax burden (tax paid) is not distributed in an equitable manner. Please describe the way you would compare the tax burden of different households and discuss the equity criteria you would apply.

Doctoral Examination

Public Management

Fall 2006

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

1. Choose two theories or conceptual frameworks that have relevance for public management theory and research. Examples include principal-agent models, transaction cost theory, contingency theory of organizational design, institutionalization theory from organizational sociology, a theory about a particular topic or concept, such as a motivation theory or a leadership theory, or other important theories or frameworks that you choose. Explain each theory and discuss its applicability to public management theory and research. Critique each theory or framework, explaining ways in which it is valuable or not valuable, and the theoretical and research questions it helps to answer, or fails to answer.
2. Organization theorists have heavily emphasized the influence of an organization's external environment on the organization's structure, processes, leadership imperatives, and other organizational dimensions. They have tended to emphasize such environmental characteristics as uncertainty, "institutional" influences, and evolutionary processes. Scholars and experts concerned with public management often contend that government organizations tend to face distinctive environmental influences, components, and dynamics. Discuss this difference in perspective on organizational environments. Why is there a difference between more "generic" organization and management theory, and public management perspectives? What do the public management scholars point to as the distinctive environmental characteristics and influences on public organizations, and what do they say about their effects on organizations and the people in them?

(Afternoon Session)

Part II: Please answer one of the following two questions:

1. Leading and motivating employees in government organizations is a major topic in public management. Describe two theories of leadership, or two theories of motivation, or one motivation theory and one leadership theory, that can help in the analysis of this topic. Show how they can help in the analysis. Discuss whether distinctive characteristics of the public sector need to be considered in applying the theories.
2. Government undergoes "tides of reform" according to Paul Light, and a sizeable literature has developed on large scale change or "transformational" change in government agencies. Write a scholarly essay on governmental administrative reform, or on large scale organizational change in government agencies, or both. What factors motivate and influence the initiation of reform and/or change? What determines the degree of success or failure of such initiatives? How do these topics fit into the theory and analysis of public management, and what is the role of public management in relation to these initiatives?

III. Please answer one of the following two questions:

1. What is public management? Is it a genuinely new area of academic inquiry, or is it merely an old subject that is being dusted off and recycled? Explain carefully the relationship between the research field of "public administration" and that of "public management." Is the latter a synonym for the former? Is it a particular kind of specialization within public administration? Does it designate a coherent theoretical and/or methodological approach? In answering these questions, be sure to ground your definition of public management firmly in the literature.
2. Many books on organizational theory and behavior are advertised as collections of "classics" in the field. For the purpose of understanding public management, select your own set of classic readings in this field, consisting of five to seven sources. Explain why you chose these sources, and why they have special relevance and importance for public management. Identify any common themes that underlie your sources.

Doctoral Examination

Public Management

Fall 2007

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

1. The U. S. Office of Personnel Management regularly conducts the *Federal Human Capital Survey* that elicits responses from over 100,000 federal employees about their personal work attitudes and experiences, their leadership, “performance culture,” and job satisfaction. The Partnership for Public Service widely publicizes a list of the “best places to work” in the federal government, based on the employees’ responses to these surveys in the agencies. The Partnership has ceremonies recognizing the leaders from the agencies designated as best places to work. Some agency managers report that they receive pressures from superiors to find ways to improve the scores of their organizational units.

Whether or not you are familiar with these developments, write an essay discussing the pros and cons of such processes, from the perspective of scholarly literature and research. What is positive and beneficial about such use of employee surveys, and how does this relate to developments in the literature of public administration and organizational behavior? Discuss three important theories or concepts that should be considered as guides for developing such surveys and the questions to be included in them. Discuss drawbacks or cautionary considerations that using such surveys can warrant.

2. The U. S. Office of Management and Budget has been using the Performance Assessment Rating Tool (PART) for some years now, and has completed PART evaluations of over 800 federal programs. According to the OMB website, the PART includes questions about the following aspects of the program’s performance:
 - The first section of questions asks whether a program's **purpose is clear and whether it is well designed to achieve its objectives.**
 - The second section involves **strategic planning**, and weighs whether the agency establishes valid annual and long-term goals for its programs.
 - The third section rates the **management** of an agency’s program, including financial oversight and program improvement efforts.
 - The fourth section of questions focuses on **results** that programs can report

with accuracy and consistency.

The program administrators respond to questions about these criteria, and OMB representatives make an effort to validate the responses. Whether or not you are familiar with PART, write an essay evaluating this approach to assessing program performance from the perspective of the literature on organizational effectiveness. What approaches to, or theories of organizational effectiveness does PART imply (for example, the goal model, the internal process model, and/or others)? Discuss the pros and cons of these theories or approaches. What are their strengths and limitations? What assumptions about achieving effectiveness do they involve, and how well-founded are those assumptions? In assessing and achieving program effectiveness, what is good about the list of criteria mentioned above, and what is missing or inadequate? Also discuss the implications of the government and public sector context for such performance assessments. What are the most serious consequences and implications of the governmental context, for assessing and achieving performance of a government program?

(Afternoon Session)

Part II: Please answer one of the following two questions:

1. Name three contemporary scholars who are regarded by you as making important contributions to public management. Explain how their work explicates key aspects of the subject and what kinds of research should be done to follow up on this work. Cite key literature as appropriate.
2. Define public management and highlight its linkages and connections across various disciplinary lines. In particular, explain carefully the relationship between the research field of “public administration” and that of “public management.” Is the latter a synonym for the former? Is public management a particular kind of specialization within public administration? Does the study of public management designate a coherent theoretical and/or methodological approach? In answering these questions, be sure to ground your definition of public management firmly in the literature.

Part III. Please answer one of the following two questions:

1. According to sociologist Marshall Meyer, those empirical researchers who insist

that their research has found significant differences between public and private organizations are, in actuality, showing their incompetence in research design. Specifically, they are working with misspecified models. The alleged differences between public and private organizations vanish if one controls for such factors as the size of the organization, the nature of its resource base, and its function.

Evaluate this argument and the evidence, both supporting and refuting evidence. Most important, *do not just provide a literature review*. Evaluate the technical and logical merit of the argument as well as its epistemological implications.

2. Privatization of public services and activities has been one of the major trends in governments around the world across the last several decades. Write a scholarly essay on privatization that includes references to major scholars or experts and to research findings to the extent possible. Describe the trend including its major features, such as what governments are privatizing and how, and what are the alternatives and patterns of privatization? Suggest reasons for the privatization trend, and any evidence that you know about to support these suggestions. Is there any theory that supports the trend, and if so, what is your assessment of it. Discuss major issues that privatization raises for public management.

Doctoral Examination

Public Management

Spring 2006

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

1. Many organization and management theorists take a "generic" approach to the topic, arguing that we need general theory that applies across organizational settings. They typically reject the usefulness of such distinctions as public sector vs. private sector and profit vs. nonprofit. Some scholars and experts in public administration and political science, however, contend that leading and managing in a government agency has distinctive challenges and requirements. Discuss this generic orientation, its pros and cons, and evidence and reasoning for and against it. Then, one of the most frequent claims by

those who see public management and leadership as distinctive concerns the influence of the "political" or governmental context. How should we conceive of this political, governmental context? How should we define it? What should it include? What are its most significant characteristics? What are the most important claims about how this context influences two of the following activities or characteristics of government organizations: decision-making; organizational change; organizational design and structure; administrative discretion and authority; leadership in general; incentives and motivation of leaders and/or others in the organization. State several hypotheses about the influence of the political context (and/or governmental, institutional context) on one or both of the two activities or characteristics that you have chosen. Describe a research project that would test one or more of these hypotheses, including details of the research method such as the method of collecting evidence or data, analytical methods such as statistical method if applicable, the nature of the sample and unit of analysis, and other important matters you would cover in a research proposal.

2. In governments at all levels in the U.S. and other nations, the problem of attracting, keeping, and motivating good employees poses a serious challenge. A major contemporary concern focuses on the impending retirements of "baby boomers" in the U.S. and similarly aging managers and employees in other nations. These developments increase the significance of keeping people satisfied in their work and committed to it, so that people approaching retirement will not seek to retire early and so that government agencies can have the ability to hire replacements for retiring people because the replacements see the agency as an attractive place to work. Concepts from the study of organizational behavior and organization theory clearly have relevance to this matter, including such concepts as organizational commitment, job design and job involvement, leadership, and work satisfaction. Choose two of these concepts and review the research and theory pertaining to them. Describe the most important theories, concepts, ideas and frameworks that figure importantly in the literature on these topics. Select the most important of these theories, concepts, or ideas that have useful implications or applications for the challenges described above. How might they apply to analyzing those

challenges (through the types of questions on employee surveys, as one of many examples), and/or developing policies and approaches to addressing the challenge? For example, in what sorts of behaviors should leaders and managers engage? What procedures and policies should organizations adopt?

(Afternoon Session)

Part II: Please answer one of the following two questions:

1. Over the last three decades, an "incentives revolution" has occurred in management theory - one that emphasizes stock options, pay for performance, contingent compensation, competitive tournaments, etc. What has public management contributed to this debate? How have public management scholars tested specific hypotheses flowing from this body of theory? What does this theory contribute to our understanding of the short- and long-term performance of public agencies? Propose a study that would extend our knowledge of incentives in the public sector; review your Proposed venue of study, research and experimental design, specific hypotheses, and the pattern of results you expect to observe.
2. Privatization of public services and activities has been one of the major trends in governments around the world across the last several decades. Write a scholarly essay on privatization that includes references to major scholars or experts and to research findings to the extent possible. Describe the trend including its major features, such as what governments are privatizing and how, and what are the alternatives and patterns of privatization? Suggest reasons for the privatization trend, and any evidence that you know about to support these suggestions. Is there any theory that supports the trend, and if so, what is your assessment of it. Discuss major issues that privatization raises for public management.

III. Please answer one of the following two questions:

1. What are the boundaries of public organizations? Where does public management begin and end in the study of public sector organizations? What is the relationship between public management (as a field) and democratic theory? What is the relationship between public management (as a field) and general

management theory? Propose a study that illuminates where public management begins and ends in the study of a specific organization or set of organizations. Offer a research and experimental design, and specific testable hypotheses.

2. Name three contemporary scholars who are regarded by you as making important contributions to public management. Explain how their work explicates key aspects of the subject and what kinds of research should be done to follow up on this work. Cite key literature as appropriate.

Doctoral Examination

Public Management

Spring 2007

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

1. According to sociologist Marshall Meyer, those empirical researchers who insist that their research has found significant differences between public and private organizations are, in actuality, showing their incompetence in research design. Specifically, they are working with misspecified models. The alleged differences between public and private organizations vanish if one controls for such factors as the size of the organization, the nature of its resource base, and its function.

Evaluate this argument and the evidence, both supporting and refuting evidence. Most important, *do not just provide a literature review*. Evaluate the technical and logical merit of the argument as well as its epistemological implications.

2. The Public Management Research Association, of which many members of the UGA PADP faculty are members, originated in the 1990s when Barry Bozeman sponsored and organized the first National Public Management Research Conference (NPMRC) at Syracuse University. The NPMRC was initiated as an

outlet for research on “public management,” that many of those researchers saw as distinct from more traditional public administration. Whether or not you are familiar with the history of NPMRC, discuss the distinction between “public management” and “public administration.” Why might the NPMRC participants see such a distinction, and what form might the distinction take? What topics, types of research and/or scholarship, and theoretical bases might differ between the two topics? Cite important scholarly works and authors to support your observations and conclusions.

(Afternoon Session)

Part II: Please answer one of the following two questions:

1. Discuss this assertion: “The literature on leadership in organizations contains a substantial number of cause-and-effect statements that can be reasonably acted upon to enhance effective leadership of people in organizations.” If you agree with the statement, justify your position with a review of the relevant research and theory, and its applicability. If you disagree, justify your position with a specific analysis and critique of existing research and theory. Explain all answers, taking into account the relevant literature.
2. Many proposals for improving and reforming public management involve applications of a market model to the design of public services and programs. Reformers call for more privatization, contracting out, user fees, and other arrangements that assume that government should use market-type mechanisms and arrangements to improve performance. Write a scholarly essay on the nature of the market model and proposals for it, and on its strengths and weaknesses, including consideration of its theoretical and research basis. What are the various applications and versions of the model that theorists and reformers propose? Assess what we know about their value and effectiveness. Cite appropriate research and theory.

Part III. Please answer one of the following two questions:

1. Write a scholarly essay in which you analyze the nature of the political environment of public management and its implications for leading and

managing. What are the main elements or components of this environment? What are their sources of influence on public organizations and managers? Discuss at least two major issues concerning their influences on or relations with public managers—accountability, discretion, responsiveness, or other issues. Discuss the implications of the “political” environment for an important managerial responsibility, such as leading organizational change, motivating employees, establishing strategy, decision-making, or another topic. Cite relevant academic literature and research, including leading authors on the topics you choose to cover.

2. Describe a research project you would like to undertake to advance the field of public management. It can be related to what you have discussed in preceding questions, but it needs to extend any responses you have made to other questions. Describe the conceptualization and theoretical import of the project, the design and methods you would use, possible data sources, likely results, and other major points. Explain clearly the significance of the project in the development of the field, citing the literature and other developments in the field that are relevant to the importance of your project.

Doctoral Examination

Public Management

Spring 2008

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

1. Identify three research questions that are now of great importance to the field of public management, and explain why they are important. Sketch the important research literature that has developed on each, and summarize the current state of the available findings. Select one of these questions and indicate what kinds of additional work are needed to help clarify the answers to the question.

2. Choose two theories or conceptual frameworks that have relevance for public management theory and research. Examples include principal-agent models, transaction cost theory, contingency theory of organizational design, institutionalization theory from organizational sociology, a theory about a particular topic or concept, such as a motivation theory or a leadership theory, or other important theories or frameworks that you choose. Explain each theory and discuss its applicability to public management theory and research. Critique each theory or framework, explaining ways in which it is valuable or not valuable, and the theoretical and research questions it helps to answer, or fails to answer.

(Afternoon Session)

Part II: Please answer one of the following two questions:

1. Consider the following quote: "Research on 'red tape' is much ado about nothing. In the first place, red tape researchers have simply discovered formalism, a topic that sociologists have been dealing with since Weber. In the second place, the research has not been cumulative and has not been linked to theory. It is really nothing more than a tribute to the power of blind empiricism." In assessing the quote, be sure to show intimate familiarity with theory, research, instrumentation, and substantive findings.
2. What is public management? Is it a genuinely new area of academic inquiry, or is it merely an old subject that is being dusted off and recycled? Explain carefully the relationship between the research field of "public administration" and that of "public management." Is the latter a synonym for the former? Is it a particular kind of specialization within public administration? Does it designate a coherent theoretical and/or methodological approach? In answering these questions, be sure to ground your definition of public management firmly in the literature.

Part III. Please answer one of the following two questions:

1. Organization theorists have heavily emphasized the influence of an organization's external environment on the organization's structure, processes, leadership imperatives, and other organizational dimensions. They

have tended to emphasize such environmental characteristics as uncertainty, “institutional” influences, and evolutionary processes. Scholars and experts concerned with public management often contend that government organizations tend to face distinctive environmental influences, components, and dynamics. Discuss this difference in perspective on organizational environments. Why is there a difference between more “generic” organization and management theory, and public management perspectives? What do the public management scholars point to as the distinctive environmental characteristics and influences on public organizations, and what do they say about their effects on organizations and the people in them?

2. Many books on organizational theory and behavior are advertised as collections of “classics” in the field. For the purpose of understanding public management, select your own set of classic readings in this field, consisting of five to seven sources. Explain why you chose these sources, and why they have special relevance and importance for public management. Identify any common themes that underlie your sources.

Doctoral Examination

Public Policy

Fall 2006

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

Question 1:

Policy analysts have debated whether there really exists an “efficiency-equity tradeoff” associated with public policies and programs. Explain what is meant by the efficiency-equity tradeoff. Discuss the standard economic viewpoint (as expressed by Weimer and Vining) on the existence of the tradeoff and contrast it with the views of political theorists such as Stone. Give an example of a public program that has the potential to increase both efficiency and equity.

Question 2:

Numerous models have been proposed to help us understand the policy-making process. These include, but are not limited to, systems models, incrementalism, policy streams, the advocacy coalition framework, and punctuated equilibrium. Develop an essay in which you discuss each of these five approaches. What are the major tenets of each? How does each approach help us to understand public policy making? What research questions do they lead us to ask? Which approach or model do you believe is most useful and why? Please reference all appropriate literature.

(Afternoon Session)

Part II: Please answer one of the following questions.

Question 1:

Given the emergence of complex, networked patterns for policy implementation, what are the implications for theory development in policy implementation? In particular, what should one conclude about the relative utility and validity of top-down, bottom-up, and other approaches to empirical theory regarding policy implementation?

Question 2:

Discuss the economic arguments for and against contracting out government services. Under what general conditions is contracting out likely to be an efficient means of governing production relationships? Address the issues of contract bargaining and monitoring costs in the context of the principal-agent problem. Cite specific examples of government services where contracting-out has been relatively successful and cases where it has been unsuccessful. Be sure to discuss the reasons for success (or lack thereof) in light of the general conditions that facilitate efficient contracting-out.

Part III: Please answer one of the following questions.

Question 1:

The State Children's Health Insurance Program (SCHIP) is aimed at improving health insurance coverage for low-income children. At its inception, states were given the freedom to design their own SCHIP programs. Over time, states either created

standalone programs or incorporated SCHIP into existing state Medicaid programs. Since then policy analysts have been concerned with whether SCHIP has improved the health status, access to health care, and health care utilization of children. Describe a research design to test the effectiveness of SCHIP in improving child health. Identify at least two challenges/problems faced by any research designed to assess the effectiveness of SCHIP. Does your research design overcome these problems? If yes, explain how. If not, why not?

Question 2:

The most recent government data (March 2006 Current Population Survey) indicates that the United States has 46.6 million residents who do not have health insurance from any source. Discuss (at least) two competing theories about equity/fairness. Analyze the current distribution of health insurance coverage in light of these competing theories. Discuss both the strengths and weaknesses of your equity theories. Briefly discuss how universal health insurance coverage (provided by the government) would change your analysis.

Doctoral Examination

Public Policy

Fall 2007

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

Question 1:

Compare and contrast efficiency-based theories of government intervention in market activity to equity-based theories of intervention. Be sure to cite the literature. What do these theories imply about when it is best to let market forces simply take their “natural” course? How does existing empirical evidence about government performance inform the decision to intervene? When are the efficiency and equity theories in agreement? Give examples. Critique each theory and discuss the policy implications of each critique.

Question 2:

Numerous models have been proposed to help us understand the policy-making process. These include, but are not limited to, systems models, incrementalism, policy streams, the advocacy coalition framework, and punctuated equilibrium. Develop an essay in which you discuss each of these five approaches. What are the major tenets of each? How does each approach help us to understand public policy making? What research questions do they lead us to ask? Which approach or model do you believe is most useful and why? Please reference all appropriate literature.

(Afternoon Session)

Part II: Please answer one of the following questions.

Question 1:

Complete information is a requirement for achieving efficiency in perfectly competitive markets. In cases where actors have a preference for discrimination, complete information may lead to increased discrimination. For example, real estate agents often recommend that African-Americans hide family photos when they are selling their homes. This recommendation to withhold complete information is an effort to eliminate buyer discrimination.

1. Discuss what is meant by complete information.
2. In the context of the example above, how would individual behaviors and market outcomes differ when there is complete information from when there is incomplete information?
3. How might market forces correct these discriminatory outcomes?
4. Develop a policy that preserves access to information and limits discriminatory behavior.
5. What criteria would you use to evaluate policies aimed at preserving access to information and limiting discriminatory behavior?

Question 2:

What are policy implementation networks? Trace their emergence in both the academic literature and world of practice. Explain how such networks strain traditional conceptions of public management and organizational theory, and explore their implications for such age-old public administrative concerns as the politics-administration dichotomy, the blurring of the public and private sectors, and the quest for bureaucratic accountability in democratic government. In the final analysis, how can networks be managed more effectively, and how can policy be formulated and implemented more effectively in networked settings?

Part III: Please answer one of the following questions.

Question 1:

Describe the purpose, content, and impact of symbol manipulation in policy formulation and adoption. Offer empirical evidence and support from theory. Construct a research design that investigates the value and impact of symbols in policy.

Question 2:

Charter schools are “publicly funded elementary or secondary schools which have been freed from some of the rules, regulations, and statutes that apply to other public schools, in exchange for some type of accountability for producing certain results, which are set forth in each school's charter.” Discuss the efficiency and equity implications of education policies that allow charter schools to operate alongside traditional public schools. What are some potential problems with the public funding of these schools? What other political goals (aside from efficiency and equity) should be taken into account in policy discussions concerning charter schools? How would you design an evaluation to test the effects of charter schools on educational outcomes? What are some of the outcome variables you would use in this type of evaluation?

Doctoral Examination

Public Policy

Spring 2006

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

Question 1:

An Individual Training Account (ITA) is essentially a voucher given by government to qualified individuals who need occupational skills training to become gainfully employed or re-employed. The ITA program is implemented by Workforce Investment Boards (WIB) established by federal/state partnerships.

An ITA is provided after an assessment of individual needs, demand for labor in selected occupations, and local WIB policies. Depending upon local policy, the ITA may be approved by number of people within the WIB: a individual's career advisor, a committee, a representative of the local board, or other persons. This process will reflect what is determined locally to provide the appropriate balance between accountability for training funds and effective customer service.

Individuals may use their ITAs to purchase training slots in any program on the eligible program/provider list. Local Workforce Investment Boards also establish monetary and time limits for an ITA.

Drawing on the relevant literature answer two of the following:

- a. What are the main challenges to implementing the Individual Training Accounts policy and how might they be overcome?
- b. Identify and discuss an effective design for evaluating the success/failure for the ITA program.
- c. Provide an analysis of the likely individual and labor market effects of the ITA policy.

Question 2:

Market failure, primarily public goods and externalities, as a justification for government intervention have been around since Musgrave (1959). Since then, considerable theoretical and empirical work has expanded the justifications for intervention. One of the most important is the role of asymmetric information in the design of government policy. Discuss **both** the import and the impact of asymmetric

information on policy development. To what extent have government policies been reformulated in an effort to overcome information asymmetries? How have these design changes allowed the government to get citizens to reveal information to alleviate the problem?

(Afternoon Session)

Part II: Please answer one of the following questions.

Question I :

Much of the debate in public policy centers on trading efficiency for other desirable policy outcomes. Most economic models focus on the loss of efficiency from government intervention, while political and policy models may focus more attention on equity, fairness and justice. Clearly and succinctly define the terms efficiency, equity, fairness and justice. Must these criteria be traded off against each other? If so, provide a

relevant example of the tradeoff and analyze the process under which the trade off was made. If not, under what conditions may we achieve more of all of these things? Discuss whether the principle is generalizable. Please provide relevant examples.

Question 2:

Questions about equal treatment in the field of education arise not only with respect to race, but also with respect to other matters. Of particular importance are issues dealing with school financing, language, handicap, and the number of years of schooling provided. Choose one of the substantive areas above and discuss the policy tools available to policy-makers to achieve "equal treatment." Be sure to define what you mean by equal treatment. Are the "tools" different under different definitions of equal treatment.

Part III: Please answer one of the following questions.

Question I :

In their 2002 volume *Implementing Public Policy*, Michael Hill and Peter Hupe remark that policy "implementation was and continues to be a concern of many

writers who do not talk about 'implementation' *per se*, and indeed may approach it from very different backgrounds to the public administration specialists who do so." Are they correct? What kinds of research can and should be relevant to those interested in policy implementation? What kinds of theory building holds the most promise for a general understanding of policy implementation?

Question 2:

The private sector provision of what has been traditionally provided by the government has become increasingly common. Contracting to the private sector is seen by some analysts as a panacea for bureaucratic inefficiency. Discuss the problems that typically arise when bureaucratic supply is the sole form of production. Provide a detailed exposition of the sources of inefficiency. Describe the rationale as to why "contracting out" may fix these problems, and describe ways in which the efficiency theory of the private sector may not hold.

Doctoral Examination

Public Policy

Spring 2007

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

Question 1:

Policy theorists have long debated whether there really exists an "efficiency-equity tradeoff" with respect to market outcomes and the impact of social interventions. Summarize the opposing views. In particular, explain the idea of the efficiency-equity tradeoff and what factors are responsible for it according to the standard neoclassical economic view. Discuss criticisms of the economic viewpoint, especially in view of the limitations of the efficiency concept and/or the potential for public interventions to increase both efficiency and equity in some cases. Under what circumstances might it be possible for social scientists to reach a stronger consensus on the relevance of the efficiency-equity tradeoff?

Question 2:

Numerous models have been proposed to help us understand the policy-making process. These include, but are not limited to, systems models, incrementalism, policy streams, the advocacy coalition framework, and punctuated equilibrium. Develop an essay in which you discuss each of these five approaches. What are the major tenets of each? How does each approach help us to understand public policy making? What research questions do they lead us to ask? Which approach or model do you believe is most useful and why? Please reference all appropriate literature.

(Afternoon Session)

Part II: Please answer one of the following questions.

Question 1:

As a policy advisor you have been commissioned to evaluate the distribution of income in a country. You are told the following:

(a) In 1990, mean income = median income.

(b) In 2000, mean income > median income.

Note that (a) suggests that the income distribution is likely symmetric, whereas (b) points to inequality in the income distribution (so that either the rich are getting richer, or there are a few individuals with high levels of income). In order to make unambiguous conclusions about the income distributions in 1990 and 2000 is this information sufficient? If not, what additional statistics would you request? How would you use those additional statistics? Explain clearly. What are the policy implications of this study?

Question 2:

Scholars have written of the "cases/variables" problem in implementation research. What is this problem? Is it a real issue or a trivial concern? If significant, why is it a challenge? If not, why not? Give examples from the research literature, and be specific in your critiques. Give your suggestions about how the problem can be handled, or at least addressed, in empirical research.

Part III: Please answer one of the following questions.

Question 1:

The mayor of a remote village asked a group of researchers to study whether a new public health clinic (the only one in the village) was effective in improving the health of its citizens. The researchers surveyed a simple random sample of villagers after the health clinic has been operating for 12 months. The data yielded mean LDL (bad cholesterol) levels for the villagers who had gone to the clinic (group A) and for the villagers who never visited the clinic (group B). The researchers found that mean LDL for group A was substantially higher than mean LDL for group B. They thus concluded that the clinic was bad for heart health, and recommended to the mayor that the clinic be shut down immediately. Develop an essay in which you evaluate the validity of the researchers' conclusions. Describe an alternate research design that could have been used to study the effectiveness of the health clinic. Discuss advantages and disadvantages of your design relative to the one used by the aforementioned researchers.

Question 2:

Choose a specific policy issue or area and justify (using relevant citations in the literature) a particular analytic approach to informing public decision makers about policy alternatives. How does your analytic approach incorporate issues of economic valuation, risk, and impact, as well as "normative" issues. What criticisms are there of the analytic approach you chose? How are the shortcomings of your analytic approach likely to bias the assessment of alternatives and policy recommendations? universal health insurance coverage (provided by the government) would change your analysis.

Doctoral Examination

Public Policy

Spring 2008

(Morning Session)

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

Question 1:

Within the broad literature on “innovation,” most of which is rooted in sociology and economics and focuses on technological innovation, there is the much smaller literature on “policy innovation.” What, if anything, does the policy innovation literature provide that is not already included in the generic innovation literature. What are the predominant theories of policy innovation? What are the most important empirical findings of the policy innovation literature? How is “policy innovation” different from “policy invention” and “policy change?”

Question 2:

How would you define the field of public policy? What is the substance of the field as an area of academic interest? What is the purpose of systemic study in this field? How is policy as a field distinct from the study of politics or public administration, or are there any meaningful distinctions? What do you see as some of the major contributions that have come from the study of public policy? What is your assessment of the field?

(Afternoon Session)

Part II: Please answer one of the following questions.

Question 1:

What is the utility of models that depict policymaking as a cycle? Alternatively, what is the utility of models that depict policymaking as the confluence of a set of streams? Has one of these approaches been more valuable for generating research that is theoretically grounded and substantively relevant than the other? If so, identify which one and explain why. If not, explain why not?

Question 2:

In the U.S. it is currently illegal for individuals to sell one of their kidneys; they may donate a kidney to someone they choose but cannot receive compensation. Patients who require a kidney transplant are placed on a waitlist for a deceased donor’s organ. However, there is a shortage of kidneys and many patients die while waiting for a donor. One solution to this problem is to legalize the individual sale of kidneys.

Present an economic evaluation of that proposed solution. Be sure to highlight both the pros and cons of this policy. Explain any equity concerns this policy may raise. Suggest an alternative solution for improving the shortage in the U.S. kidney market. How do you expect your suggested policy to reduce the shortage in the kidney market? Compare the effect on the kidney market of your suggested policy to the one described above. Is one policy clearly superior to the other? Explain.

Part III: Please answer one of the following questions.

Question 1:

The Bush administration has proposed “cap and trade” permits for mercury (a poisonous heavy metal) emissions from coal-fired power plants. Because mercury is heavy, it accumulates near the plants producing the emissions. Assume the harm to individuals near these plants can be offset by the benefits to those further away. Under this assumption, to what extent does the administration’s proposal pose an ethical dilemma? What happens if people living near the plants actually are compensated? Does this change the nature of the dilemma? Use this example to summarize the arguments against using a utilitarian ethic in policy analysis. Discuss how cost-benefit analysis embodies the utilitarian ethic. How might you alter cost/benefit analysis to address these concerns?

Question 2:

In recent years, policy implementation as a research field has seemingly been in decline. Assess the validity of this statement. What specific steps are needed to move the field of policy implementation research forward?

Doctoral Examination

General Public Administration

Fall 2005

Morning Session

Part I: Please answer one of the following two questions. You have three hours to complete your answer.

1. The growth of government has led many observers to worry that government

bureaucracies lie outside the reach of democratic accountability. Given the existence and effects of bureaucratic discretion, how can we be sure that bureaucrats will act responsively and be held accountable? Drawing from the classic and contemporary literatures, explain how various scholars have tried to reconcile the need for bureaucratic discretion with the imperative for bureaucratic responsiveness and accountability. Which the various approaches to achieving bureaucratic responsibility and accountability seems most promising to you, and why?

2. Identify three “big questions” in Public Administration that should – and probably will – receive sustained attention from the research community over the next decade. Explain why each question is of sufficient gravity to be on this list, assess the current state of knowledge on the question, and identify some promising directions for future research.

Afternoon Session

Part II: Please answer one of the following questions.

1. Identify two basic lines of theorizing that have contributed fundamentally to the field of public administration during the last 25 year. Assess the principal strengths, weaknesses, and potential of each; identify some of the principal theorists associated with each; and indicate what kinds of issues facing the field can best be addressed by building on these types of theory.

2. It has been argued that public administration does not operate in a vacuum but is deeply influenced by its social, political, and economic environment. Thus, the practice and study of public administration evolve with the changing landscape or “ecology” of government. Drawing from relevant literature, trace the theoretical evolution of public administration and analyze important ways in which its environment or ecology have influenced that evolution.

Part III: Please answer one of the following questions.

1. Some specialists in public administration have been arguing in recent years that some of the core issues in the field are best reframed as matters of “governance” rather than “public administration.” Others are prone to comment

that “governance” involves more than “governments.” What, exactly, is going on here in terms of conceptual and theoretical emphases? Do the proponents of the study of governance have a point? Are they missing important points? Please cite relevant literature in your response.

2. Wallace Sayre once wrote that public and private administration are alike in all unimportant respects. What is meant by such a statement? Is it accurate? How do you assess the claim that administration is a generic subject that can and should be studied and generalized about in a broad sense rather than sector by sector? Refer to the research literature in supporting your answer.

Doctoral Examination

General Public Administration

Fall 2006

Morning Session

Part I: Please answer one of the following two questions.

1. In an article published in the *Public Administration Review* in 1947 Robert Dahl assessed the state of the field of public administration, particularly in terms of the prospect of a true science of public administration. He argued that the field then faced "three problems" which would have to be addressed before public administration could merit scientific status. These were: (1) clarifying the place of normative values in the field; (2) developing a better understanding of human nature in administrative settings, thus providing better predictability of behavior; and (3) generating a sophisticated comparative study of public administration. On the basis of these criteria (and, if appropriate, any others that you care to add), how far has public administration come toward the goal of achieving truly scientific stature? Clarify and defend your assessment with reference to your knowledge of the research literature of the field.
2. In 1990, the public management literature, as represented in the major U.S public administration and policy journals, included but a single empirical study of "organizational red tape." This single empirical paper (Buchanan, 1975) operationalized red tape as questionnaire respondents' views about the amount and rigidity of organizational structures. In other words, this early study measured red tape as a perceptual variable not much different from subjective assessments of the more

venerable and well-researched organizational formalization construct.

Since 1990, more than forty papers have been published dealing with one or another red tape construct. In considering this literature, answer the following questions:

- a. What is the prevailing concept(s) of red tape and what are the most common approaches to measurement and operationalization?
- b. What research methods have been used (and should be used) to understand organizational red tape?
- c. What research-based propositions about red tape seem to have the most convergent validity?
- d. As a result of work on red tape, do we now know anything about organizations not already covered in the literature on organizational structure and formalization?

In each case provide criticisms of the research literature and, when possible, its correspondence to the theoretical literature.

Afternoon Session

Part II: Please answer one of the following questions.

1. Acme University Press has commissioned you to write an introductory -level textbook on Public Administration that can be used to teach graduate courses in the field. The purpose of this book is to survey the major currents in the field and provide a solid foundation for beginning students, some of whom have prior coursework and/or work experience in Public Administration. Sketch an introductory chapter that includes discussion of the major theoretical perspectives and important works that will be covered. Also, provide an outline showing the chapters included in the book. In completing these tasks, take into account the interdisciplinary nature of the field, attempt to strike a proper balance between theory and practice, and try to make the book appeal to the diverse range of students who are now pursuing graduation education in PA.
2. The field of Public Administration and several closely related disciplines (Political Science, Political Economy, etc.) have long been concerned about the existence

and effects of *bureaucratic discretion* in democratic government, and the apparent difficulty of ensuring that bureaucrats — who are non-elected public officials — will act responsibly and be held accountable. Drawing from the classic and contemporary literatures, explain how various scholars have tried to reconcile this problem of bureaucratic discretion, responsibility, and accountability. Which of these approaches seems most promising to you?

Part III: Please answer one of the following questions.

1. At the recent American Political Science conference Dr. Kenneth J. Meier gave a lecture entitled "The Public Administration of Politics or What Political Science Could Learn From Public Administration." His lecture suggested ways in which political science as a discipline could benefit from lenses and methods used in public administration. His discussion raised several questions about public administration as a discipline. First, what are the key questions in the discipline? How do these questions distinguish public administration from other disciplines? Finally, take the question of bureaucratic control, what could other disciplines learn from public administration's study of bureaucratic control? Pen an essay that addresses each of these questions. Be sure to provide clear examples from the literature of public administration.
2. The subject of democratic accountability is one of the defining topics of the study of public administration. Discuss the tensions between democratic accountability and other specific substantive values. That is, what do we trade off when we pursue democratic accountability and, conversely, what do we lose when we emphasize it in administration and policy? In your answer, discuss both the intellectual history of the debate and its current major issues. Ground your answer in the literature on the topic.

Doctoral Examination

General Public Administration

Fall 2007

Morning Session

Part I: Please answer one of the following two questions.

1. Please identify what you consider the single most “promising” body of public administration research to have emerged in the past 10 years. For, present purposes, let us define “promising” as encompassing at least the following criteria: (1) dealing with issues central to public administration; (2) providing strong evidence and/or compelling theoretical explanation of public administration phenomena; (3) influencing public administration scholars to such an extent that many have begun to take up the topic (i.e. no one-person research agendas qualify, no matter how brilliant). If possible, pick a topic that is not the signature research of faculty members in our department. In your response, be sure to tell us exactly why this body of work is so promising, what it has achieved, what it has yet to achieve and how it can be improved upon. Naturally, you should identify and briefly discuss the articles or books that best illustrate this promising body of work.
2. In an article published in the *Public Administration Review* in 1947, Robert Dahl assessed the state of the field of public administration, particularly in terms of the prospect of a true science of public administration. He argued that the field then faced "three problems" which would have to be addressed before public administration could merit scientific status. These were: (1) clarifying the place of normative values in the field; (2) developing a better understanding of human nature in administrative settings, thus providing better predictability of behavior; and (3) generating a sophisticated comparative study of public administration. On the basis of these criteria (and, if appropriate, any others that you care to add), how far has public administration come toward the goal of achieving truly scientific stature? Clarify and defend your assessment with reference to your knowledge of the research literature of the field.

Afternoon Session

Part II: Please answer one of the following questions.

1. At the recent meeting of the American Political Science Association, Professor Larry Lynn presented a lecture entitled, “New Frontiers of Public Administration: The Practice of Theory and the Theory of Practice.” In the

lecture he suggested that the study of public administration could gain significantly from the field of economics. Do you agree or disagree with his assessment? In general, in what ways might one argue that the study of public organizations and policy can be informed by economics? Can you think of any published work associated with public administration that has been influenced by the academic perspective of economics? Are there questions previously examined in public administration that could be better addressed if they were reexamined through the lens of economics? Pick specific examples and support your views with relevant literature.

2. Explain individually, and compare and contrast, the following concepts as they relate to both the analysis and reform of the public sector: (a) Governance, (b) New Public Management, and (c) Networks.

Part III: Please answer one of the following questions.

1. Trace the theoretical approaches to controlling the public bureaucracy, and provide an example highlighting the present day challenges associated with administrative responsibility and bureaucratic accountability. What are the implications of this issue for public administration scholars and practitioners?
2. Woodrow Wilson noted, "It is the objective of administrative study to discover, first, what government can properly and successfully do, and secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or energy. On both these points there is obviously much need for light among us; and only careful study can supply that light." Reflect upon this quote, and trace the theoretical evolution of the study of administration. Highlight the important theorists, theories, and bodies of work. What implications does this evolution offer in terms of future public administration research as well as pedagogical focus?

Doctoral Examination

General Public Administration

Spring 2005

Morning Session

Part I: Please answer one of the following two questions.

1. Some years ago a scholar named Richard Elmore criticized the field of public administration by referring to it as a collection of discrete and unrelated subjects in search of an intellectual focus, preoccupied with institutional description rather than analysis, and lacking in sufficient intellectual rigor to command the respect of other academic disciplines or the public at large. Write an essay in which you assess the accuracy of Elmore's critique, carefully considering the state of scholarship and knowledge in public administration. Agree or disagree with Elmore's position, explaining your own position with a careful review of the most important theories, intellectual positions, research streams, or other important aspects of the field of public administration. Show how these developments in the field rebut Elmore or support him. Whether you agree or disagree with Elmore, what steps should scholars in public administration take at this point to improve the field?

2. One of the classic issues for public administration and public bureaucracy has concerned how proactive a public administrator should be in orchestrating policy change, as opposed to waiting for guidance from elected officials. Write a scholarly essay on this question. To what extent should public administrators be proactive, and what does the evidence indicate about whether they actually are proactive? Cite and review major scholars, scholarly groups, or theories, concerning these questions (possibly including, for example, public choice, Blacksburg Manifesto, New PA, Friedrich and Finer, New Public Management, literature on leadership in the public sector, or many others). In your essay, consider the issues for democratic governance that relate to this question of how proactive a public administrator should be.

Afternoon Session

Part II: Please answer one of the following questions.

1. We read and hear that public administrators should be held accountable. What does being held accountable mean? How is this accomplished in American governments? How well does this process of being held accountable work? Please cite literature as appropriate.
2. Principal-agency theory centers on the twin dilemmas of adverse selection and moral hazard. How have public organizations sought to solve these dilemmas? How is it different from (or similar to) how businesses have sought to solve these problems? Cite relevant literature throughout.

Part III: Please answer one of the following questions.

1. The politics/administration dichotomy, which was once dogma for the emerging discipline of public administration, is not as simple a concept as some of the earliest scholars in the field may have suggested. What gave rise to the dichotomy and what brought on subsequent challenges to its validity? Is there a true dichotomy between politics and administration? What are the most serious implications of the intermixture of administration and politics? What can you say about the political dynamics of public administration in a democratic society?
2. Public administration has drawn on several other fields in its history and development as an academic discipline. Select two fields that you think have made particularly large contributions to developing the field of public administration. Explain or justify why you have selected those two fields. Show how these other fields have affected public administration theory or thinking. Please cite examples of ideas and authors from these other fields.

Doctoral Examination

General Public Administration

Spring 2006

Morning Session

Part I: Please answer one of the following two questions.

1. The field of Public Administration has been criticized for a lack of theory building. Discuss whether this claim is valid. Assess the development of theory in one particular area of public administration research. Identify a research design

that will provide a new test for the theory you have identified. Explain important features of the design, such as the main concepts and variables, the method, and how it could be carried out (for example, the nature of the sample, the data collection method, and plans for statistical analysis). Provide justification for why your research design is worthwhile; in other words, explain how the execution of your research design will add to the existing knowledge.

2. In many nations in recent decades, governments have sought to develop increasing "flexibility" in their public administrative systems, such as their purchasing and procurement systems and their personnel systems. In the U.S., for example, the federal government has sought to loosen the rules and procedures for purchasing and procurement and for personnel procedures such as hiring and compensation. Write a scholarly essay in which you analyze and assess the prospects for such efforts at flexibility. What forces and imperatives put existing rules and procedures in place in the first place? Include a description of scholarly work on the origins and nature of rules, procedures, and "red tape" in public administration. What are the impediments to loosening the current rules and procedures? What theory and research can we draw on, or do we need, to analyze prospects for more flexibility and the process of moving toward it?

Afternoon Session

Part II: Please answer one of the following questions.

1, Woodrow Wilson and other early thinkers in American public administration said that administration and politics are distinct. John Gaus, a major contributor to the field several decades later, said that a theory of public administration meant at that time a theory of politics also. Indeed, Dwight Waldo endorsed that view during the 1980s. Which perspective do you regard as more accurate and insightful? Are both valid? Neither? Support your response by discussing some recent research in the field.

2. Much of the debate over the legitimacy of administrative agencies centers on the scope of administrators' discretion. Why is that the case? How can the dilemma over administrative discretion be explained using principal-agent theory? What principles or tenets of administrative law are most likely to constrain or expand

administrative discretion? Finally, since constraints on administrative discretion may result in the loss of efficiency, consider what countervailing values exist to justify them.

Part III: Please answer one of the following questions.

1. Insiders often talk about the alleged chasm between Public Administration scholarship and practice. Some contend the chasm does not exist. Others believe the chasm exists but serves a good purpose — making scholarship more free-ranging and productive. Still others believe the chasm exists and is a serious problem — they say good scholarship should inform the world of practice. What do you think about this alleged chasm and what is your preferred course of action? For example, depending on your position, you might explain how to correct widespread misperceptions about the chasm, or you might outline some ways to bridge the gap between scholarship and practice. In formulating your answers, draw from the relevant literature.

2. The political scientist Wallace Sayre once remarked, "the public and private sectors are fundamentally alike in all unimportant respects." What, exactly, did Sayre and others who have quoted him mean? (For example, consider Graham T. Allison's well-known and often reprinted paper that carries this title.) Drawing from the literature and your personal experience, describe any public/private differences that seem to have significant effects on the study and practice of modern-day Public Administration. Explain these effects. Assess the evidence that these differences actually exist and have the effects you describe.

Doctoral Examination

General Public Administration

Spring 2007

Morning Session

Part I: Please answer one of the following two questions.

1. In many nations in recent decades, governments have sought to develop increasing "flexibility" in their public administrative systems, such as their purchasing and procurement systems and their personnel systems. In the U.S., for example, the federal government has sought to loosen the rules and procedures for purchasing and procurement and for personnel procedures

such as hiring and compensation. Write a scholarly essay in which you analyze and assess the prospects for such efforts at flexibility. What forces and imperatives put existing rules and procedures in place in the first place? Include description of scholarly work on the origins and nature of rules, procedures, and “red tape” in public administration. What are the impediments to loosening the current rules and procedures? What theory and research can we draw on, or do we need, to analyze prospects for more flexibility and the process of moving toward it.

2. Woodrow Wilson’s vision was to foster the study of administration in hopes of establishing a science of administration. As such, his objective was “to straighten the paths of government, to make its business less un-businesslike, to strengthen and purify its organization, and to crown its duties with dutifulness.” Reflecting upon this quote, trace the theoretical evolution of the study of public administration and highlight what you see as major developments. What issues must scholars address if public administration is to become a science? In your view, has Wilson’s objective of developing a science of public administration been achieved? Please note important theorists, theories, and bodies of work to support your response.

Afternoon Session

Part II: Please answer one of the following questions.

1. The politics-administration dichotomy is among the most discussed elements of canonical public administration. Explain it, its significance as a normative ideal, and its insufficiencies as a positive theory. Drawing from the literature, construct, discuss, and defend an alternative to the politics-administration dichotomy that has both normative and positive appeal. Describe a method of testing your theory in its positive sense.
2. The political scientist Wallace Sayre once remarked, “the public and private sectors are fundamentally alike in all unimportant respects.” What, exactly, did Sayre, and others who have quoted him, mean? (For example, consider Graham T. Allison’s well-known and often reprinted paper that carries this title.) Drawing from the literature on empirical comparisons of public and

private organizations, and from your personal experience, describe any public/private differences that seem to have significant effects on the study and practice of modern-day Public Administration. Explain these effects.

Part III: Please answer one of the following questions.

1. Democracies and other forms of government have extensive bureaucracies. How are bureaucracies in a democracy similar to and different from bureaucracies in governments that are not democracies? Do bureaucracies face any special challenges in democratic and non-democratic forms of government? If so, what are they? Please cite appropriate literature in your answer.
2. Identify three lines of theoretical and empirical work currently under active and productive research in public administration. What research questions do they focus on? What do the findings suggest? What issues need to be explored for this work to have significant impact on the field? Cite and use relevant literature.

Doctoral Examination

General Public Administration

Spring 2008

Morning Session

Part I: Please answer one of the following two questions.

1. Wallace Sayre once wrote that public and private administration are alike in all unimportant respects. What do you think Sayre meant by that statement? Is the statement accurate? How do you assess the claim that administration is a generic subject that can and should be studied and generalized about in a broad sense rather than sector by sector? What does the research literature say on this issue.
2. Writing just four years after the end of World War II, Herbert Simon, Donald Smithburg and Victor Thompson in their path-breaking textbook *Public Administration* explained the origins of government agencies and the expansion of U.S. federal government executive branch as follows:

“It is not surprising the new government agencies... mostly originate in periods of government expansion. Wars, depressions, and similar crises create new problems requiring governmental solutions and temporarily weaken the forces opposing broader government programs.” (p. 37)

Does this statement provide a valid explanation for contemporary initiation, growth, and contraction dynamics of U.S. federal government agencies? In what respects, if any, does it remain apt? In what ways, if any, does it fail to cover contemporary policy and management realities? To what extent does it conform to the analyses of more recent scholars who have studied the growth dynamics of government (and, if relevant, non - government) organizations? Compare and contrast specific theories and theorists.

Afternoon Session

Part II: Please answer one of the following questions.

1. Discuss the concept of bureaucracy as an organizational strategy. What are the major characteristics of bureaucracy? What would you say are the strengths or advantages of bureaucratic organizations? What disadvantages exist? What alternative organizational models have been proposed, and who are the scholars that have been most closely identified with those alternatives?
2. Much of the history of the field of public administration has centered on the question of how to hold unelected public officials accountable for their actions and insure democratic values. Briefly trace the history of the discipline of public administration and explain how the question of accountability helped shape that history? Given the history of the field, discuss the big questions that will likely shape the near future of the discipline. What theories and methods will be important to answering those questions?

Part III: Please answer one of the following questions.

1. Over the years, various scholars have argued that public administration is -- or should be -- variously, a discipline, an interdisciplinary field, a multidisciplinary field, or a profession. From your perspective, which of these is public administration as a research field? Which should it be? Why? Define your terms and cite relevant research literature.
2. Privatization, also referred to as “out-sourcing”, and “contracting-out” has frequently been touted as a mechanism to improve the delivery of government services. The concept has been promoted heavily by politicians, scholars, and practitioners, and while it may have benefits, some observers note difficulties associated with it. Substantial problems have been documented, for example, in the past few years during the on-going war in Iraq where the contractors have often failed to meet their obligations. Develop an essay in which you discuss the literature on contracting-out and summarize the arguments for and against it.