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A Debate on “Government for Hire” and “The Hollow State”

On February 2nd, 2005, the New York Times published an Op-Ed article by Stephen Goldsmith and William D. Eggers titled “Government for Hire.” In this issue and with the permission of the New York Times, we have reprinted Goldsmith and Eggers article and present a response from Brint Milward and Keith Provan.

Government for Hire

Stephen Goldsmith
Harvard University

William D. Eggers
Deloitte Research and
Manhattan Institute

President Bush’s budget submission this month produced its share of critics and advocates, but one thing they all should agree on is that if we continue to deliver government services as we have for the last 50 years, there is no way the supply of goods can keep up with the demand. In order to have any hope of responding, government must transform how it manages and delivers public services.

Unfortunately, debates about government policy and performance remain anchored in an outmoded left and right axis. The left argues that privatization equals government abdication, while the right believes the efficiency of the private sector is reason enough to undo government bureaucracy. Both sides miss the point.

The question is no longer whether a service should be delivered by a private or a public player. The federal government now spends about \$100 billion more annually for outside contracts than it does on employee salaries. Many federal departments and offices — NASA and Energy, to name just two — have become de facto contract management agencies, devoting upward of 80 percent of their budgets to contractors.

JPART Welcomes Three New Associate Editors

In August 2005, three members of the JPART Editorial Board agreed to take on additional responsibilities as Associate Editors of JPART: George Boyne of Cardiff University, Anne Khademian of Virginia Tech, and Bryna Sanger of New School University. They join current Associate Editors Hal Rainey of the University of Georgia and Ken Meier of Texas A&M University. In recognition of their exceptional contributions in serving the journal, these associate editors are asked to assume a more prominent role in determining the content of JPART, including assisting with initial manuscript reviews and providing input in cases of mixed referee recommendations or appeals of manuscript decisions. A short biographical sketch of each of the new Associate Editors is presented below.

George Boyne is a Professor in Public Services Management at the Centre for Local and Regional Government Research (CLRGR) at Cardiff University. He is an expert in organizational performance and service improvement in the public sector and is also engaged in research that compares public and private sector management. Professor Boyne is currently leading the analysis of the extent of measurable performance improvement in a long-term impact study of Best Value and is co-directing a study of strategy and performance in local government. He has been an adviser to a number of outside bodies including the Audit Commission, National Audit Office and the Welsh Assembly.

Anne Khademian is a Visiting Associate Professor in the Public Administration and Policy Department at Virginia Polytechnic Institute & State University (Northern Virginia Campus). She has written on topics as diverse as culture and management practice, banking and securities regulation, employee empowerment, collective action and

The question now is how the sectors, including nonprofit groups, should be arrayed and managed to produce the best services. Such “governance by network” is embodied by Wisconsin’s welfare delivery model, which reduced the welfare rolls by 90 percent using state agencies, nonprofit and for-profit administrators and community-based subcontractors.

Despite some obvious advantages, greater private involvement is no panacea, as recent news reports show. The Pentagon is investigating procurement problems in the wake of the high-profile Air Force tanker scandal, in which questionable relations between the procurement chief and the vendor were revealed. More than one-third of the federal programs that the Government Accountability Office considers at “high risk” of experiencing significant problems involve large procurement operations or programs delivered mainly by third parties.

Though these difficulties say something about the private providers, they illustrate a more basic problem with government itself: most public officials don’t know how to efficiently manage a government that does most of its work through third parties.

In the past, those of us who wished to limit government’s monopoly over public services were content to make the case for greater private delivery and then leave it up to the bureaucrats to figure out how to do it. But not enough attention has been devoted to one of the central policy and management issues of our time: what kinds of systems, organizational structures and skills are needed to operate a government that increasingly orchestrates (rather than owns) resources and purchases (rather than directly provides) services?

It must be recognized that involving partners to produce government services places more — not less — responsibility on public officials. It requires them, often with declining resources, to provide more public service than before, but produce less of it themselves. This in turn demands a different set of governmental abilities. It requires public leaders who understand that their job is to produce public value and not merely to manage activities.

This new breed of leadership must recruit managers skilled in negotiation, contract management and risk analysis who will tackle problems unconventionally and focus on results rather than on defending bureaucratic turf. Ultimately, this means fewer people overall at the lower and middle levels, but more highly skilled individuals at the top who are properly paid.

Record baby boomer retirements over the next four years — up to 50 percent in some federal agencies — provide an opportunity to transform the public work force without layoffs. But to attract a new kind of public employee, the government has to change outdated seniority rules, narrow job classifications and archaic hiring practices.

Management must move to center stage. Holding providers accountable and measuring and tracking their performance has to become a core government responsibility that is as important, if not more so, than managing public employees.

Public officials must be careful to retain control of outcomes even while their private partners directly manage services. This requires a delicate balancing act, building in the needed flexibility to enable dynamic change, while not becoming a captive of private vendors.

It's time to put the debate aside. The government's ability to meet its obligations depends on both sides understanding that a profound change is occurring in how governments fulfill policy goals. If this change is managed well, we'll have a new model of government that protects the public better but produces less itself, focuses on goals instead of processes, and harnesses the dynamism, efficiency and flexibility of the private sector. And that, ultimately, can only lead to greater public good.

The Hollow State

Brint Milward Keith Provan
University of Arizona University of Arizona

In their New York Times article, "Government for Hire," Stephen Goldsmith and William D. Eggers argue that debate about government policy and performance, where the left argues for government provision and the right argues for privatization, is sterile and outmoded. We agree. Virtually everything that can be has been outsourced, from health and welfare systems to the interrogation of Al Qaeda suspects. This is the world that we call "the hollow state."

We need to do much more than acknowledge that government services are often delivered at arms length. We need to think clearly and carefully about this world of indirect government. The legitimate use of force is a key aspect of government. It, alone among institutions in a democracy, can take someone's life and property. If we delegate this power to vendors, like case managers who work for a private firm and determine whether a homeless person is eligible for mental health services or interrogators who work for a private security company, where is the accountability that democracy demands?

It is ironic that when we have a catastrophic intelligence failure like 9/11, we create an intelligence czar to preside over all of the competing intelligence agencies so we can hold someone accountable. Where is accountability when we contract out not only services, but the responsibility for organizing whole systems of services? In health, mental health, welfare, environmental protection and many other areas, there are so many links between the source and use of taxpayer provided funds, that it is impossible to hold vendors accountable. In our studies of community mental health systems there are often four or five links in the funding chain from money provided by taxpayers to the point where services are provided by a mixture of nonprofit and for profit agencies.

There are many "just so" stories about how responsive and efficient these arrangements are and how they worked beautifully as when Wisconsin reformed its welfare system. The plain fact is that we have hollowed out all types of systems that federal, state, county

policy implementation, and defense policy. She is currently working on a project titled "Throwing Out the Book" with Edward Weber that examines unconventional public management practices in challenging public problems, such as emergency management in the wake of 9-11, watershed management in the Northwest, and urban renewal.

M. Bryna Sanger is a Professor (and the former Dean) at the Robert J. Milano Graduate School of Management and Urban Policy at New School University. Professor Sanger has teaching and research interests broadly based in both public policy and management. She has worked in a wide range of policy and management areas including city service delivery, social welfare and welfare reform, leadership, innovation and management. Her most recent research as a Senior fellow (nonresident) at the Brookings Institution was an effort to examine the changes in service delivery and management systems induced by welfare reform in states and localities around the country. Her most recent book on this topic is entitled *The Welfare Marketplace: Privatization and Welfare Reform* (Washington, D.C.: Brookings Institution Press, 2003.)

Comings and Goings

Khalid al-Yahya (formerly of the University of Connecticut and Harvard University) has joined the faculty at the ASU School of Public Affairs as an assistant professor.

The **ASU School of Public Affairs** will anchor a brand new Downtown Phoenix campus, starting in the fall of 2006. In addition to its MPA and doctoral programs, the School will offer a new MPP, an undergraduate major in urban and metropolitan studies, and a new program in leadership and ethics. All of this activity is consistent with the school's new interest in "advancing urban governance in a global context.

Dr. Domonic Bearfield will join the Bush School faculty in the fall and will teach leadership and public management. He will also touch on issues of organizational theory, representative bureaucracy, and ethics. Dr. Bearfield earned a B.A. in English from Norfolk State University. He also has a Master of Public Administration degree from the University of Delaware, as well as, a Ph.D. in public administration at Rutgers University-Newark.

The Bush School is implementing a Certificate in Homeland Security (CHLS) in the fall, which will provide students with a broad understanding of homeland security issues and strategies at the national level with an in-depth analysis of key security issues affecting federal, state, and local government, as well as private business.

Mark Chaves, Laura Stephens, and Joseph Galaskiewicz were the winners of the Best Article Published in 2004 Award from the Public and Nonprofit Division of the Academy of Management for "Does Governmental Funding Suppress Nonprofits Political Activity?" *American Sociological Review*, 69:292-316.

and city employees used to run with little thought about how to manage and control them or why they worked or didn't. In a large, rigorous analysis of studies of privatized services, Graeme Hodge found that the only thing that could be said for sure about privatization is that in two areas – garbage and cleaning services – governments could save money by contracting them out. They are simple services that we know how to do and if they aren't done, people will call and complain. Contrast these services with running a mental health system where 40 different agencies must do their jobs well if mentally ill individuals are effectively cared for. Foster care is a completely hollowed out system where foster families care for children who either have no parents or where they have been removed from their parents for their protection. Who guards the guardians?

Up to now we have assumed that we can hollow out government and either the market or compassionate employees of secular and faith-based nonprofits will take care of the problem. What we have neglected to do is to question the capacity of either the market or nonprofit sector to respond effectively. Markets can work wonderfully well when it is clear what must be produced and when there are many buyers and sellers. Nonprofits may rightfully deserve their reputation as the "1000 points of light" that change people's lives and move them from despair to hope.

When government pays for services, the strengths of both sectors may disappear. Government-created markets often have one buyer – the government – and only a few sellers. The defense industry's continuing scandals and problems is hardly a beacon to aspire to. Nonprofit agencies that take government funding may turn into mirror images of the bureaucracies that fund them. It is a continuing fear among nonprofit managers that government control will flow with government funding and turn nonprofits into "agents of the state" who are as turf conscious and red tape bound as any bureaucracy.

Goldsmith and Eggers call for a new breed of leadership in government that will have skills in contract management, negotiation, and risk analysis to manage the hollow state. We agree that this is desirable. There are two problems. First, it isn't clear that we know how to manage these extremely complex networks of funding and services that span federal, state, county and city government as well as the private and nonprofit sector. Second, for the past 25 years, the Republican Party and its allies have fought to cut back the size of government with privatization as the tool. Hiring well qualified people with the skills that Goldsmith and Eggers advocate is difficult when the argument for privatization is based on the claim that government is the problem and not the solution.

We have two tentative solutions to the problem of the hollow state. If Goldsmith and Eggers are serious about their proposal to hire the right kind of people, they need to make clear to their colleagues on the Right to stop delegitimizing government. Why would anyone competent want to come to work for a government that the governing party hates? In addition, there needs to be a serious effort to figure out how to design collaborative networks that span the public, private, and nonprofit sectors and build up a set of tools to manage the hollow state.

People like Lester Salamon at Johns Hopkins have been working for the past 25 years on how to manage third party government. We have too. In our work, we have found that there are four characteristics associated with effective and well managed service networks.

1. Centralized integration of vendors through a responsible agency so that it is clear who is responsible for doing what;
2. Direct government funding and regulation so accountability is clear;
3. A network of agencies that is stable performs better than one that is continually tinkered with. Networks depend on trust, reciprocity and contractual relationships that are maintained over time.
4. To be effective networks must be reasonably well funded for the scale of the problem they are confronting. If a mental health system can serve 5,000 clients well with the money it is allocated, it may fail miserably if it is given 10,000 clients.

We make no claim that if these four design principles are followed and good people are hired, government and its vendors will operate efficiently, effectively, and accountably. However, this is a start, since these principles are based on research rather than ideology. It will take the conscious effort of people across the political spectrum to do the research and experimentation that will allow us to both understand and manage the hollow state that we have created.

Laurence E. Lynn, Jr. Wins PMRA Award

On July 1, 2005 the Frederickson Award Committee informed PMRA president Kenneth J. Meier that they had unanimously selected Laurence E. Lynn, Jr., as the recipient of the first H. George Frederickson Award for Career Contributions to Public Management Research. The Award Committee was chaired by Robert Durant and included Frances Berry and Graeme Hodge. The following are quotes from the Award Committee's announcement.

"Professor Lynn has been throughout his career an important intellectual leader in the field of public management. He was, for instance, among the first to make a strong, cogent, and compelling case for public management as an organized discipline for scholarship and teaching. As Carolyn Heinrich and Carolyn Hill write in their nomination letter, Lynn "pushed the field of public management to deliberate the state and direction of its approaches to scholarly research—theoretical and methodological—and urged consideration of the bigger public management questions: 'What do we know? What should we know? How will we know it?'" Indeed, no less an authority than H. George Frederickson commented as follows on the publication of Lynn's important book, *Public Management as Art*,

Janet C. Denhardt has been appointed PhD Director at the ASU School of Public Affairs.

Robert B. Denhardt has been appointed Director of the ASU School of Public Affairs. Heather E. Campbell has been appointed Director of Graduate Studies.

Professor **Jane E. Fountain** has joined the faculty of the University of Massachusetts Amherst's Center for Public Policy and Administration (CPPA) and Department of Political Science. In this capacity, she will lead the College of Social and Behavioral Science's Science Technology and Society Initiative in CPPA, bringing together faculty from across campus, and will continue as Director of the NSF-funded National Center for Digital Government.

H. George Frederickson has received the 2005 Irwin Youngberg Research Award in the field of applied sciences from the University of Kansas. The Youngberg Award comes with a \$10,000 stipend to support Frederickson's future research.

Peter Frumkin, associate professor of public policy in the John F. Kennedy School of Government at Harvard University, to director of the RGK Center for Philanthropy and Community Service and professor in the Lyndon B. Johnson School of Public Affairs at University of Texas at Austin.

Paul M. Hallacher, the director of research program development at Penn State University, has recently published a textbook (*Why Policy Issue Networks Matter: The Advanced Technology Program and the Manufacturing Extension Partnership* by Rowman & Littlefield Publishers, Inc.) on implications of policy issue networks.

Science, and Profession: “Without doubt, the [book is the] single best treatment of the lineage of public management and its linkage to the management sciences, the public service professions, and contemporary public policy studies.” Others agreed, as the book won the 1996 Best Book Award from the Nonprofit Sector of the Academy of Management.”

“Professor Lynn’s scholarly legacy is robust, important, and continuing in its influence. He is the author of 15 books and over 90 articles and book chapters that have persistently prodded us to take stock of, empirically study, and ponder the future of public management. Moreover, he has not merely prodded others to do these things, but has been an unquestioned leader in carrying out that research agenda in imaginative, systematic, and provocative ways. Recently, for example, Lynn’s research has played a leading role in positioning public management within the wider construct of “governance.” Launched in the process have been more rigorous attention to linking theory and practice, new ways to think about the research enterprise as it applies to governance, and ongoing debates over the questions this focus provokes. These efforts, like his earlier calls regarding research on public management, are already stimulating the building and testing of empirical models that will inform future research and leaven appreciably our understanding of the dynamics of public management and governance in the years ahead.”

“Professor Lynn also has exhibited throughout his career a commitment to ensuring a vibrant institutional base for public management as a field of research, teaching, study, and practice. He has, among other things, been a founding board member of the PMRA, served as president of the Association for Public Policy Analysis and Management (APPAM), and remains an editorial board member for leading journals in the field. He also played important academic leadership roles at such prestigious institutions as Stanford University, Harvard University, the University of Chicago, and Texas A&M University. Notable in this regard are the positions he has held as chairman of the public policy program at Harvard’s Kennedy School and as dean of Social Service Administration at the University of Chicago. And as he has done in his research, he has brought to these academic endeavors the administrative insights garnered from his ten years of service in the federal government as an analyst, director, and deputy assistant secretary in the U.S. Department of Defense; as a staffer on Henry Kissinger’s National Security Council; as an assistant secretary for planning and evaluation at the U.S. Department of Health, Education, and Welfare; and as an assistant secretary for program development and budget at the U.S. Department of the Interior. Indeed, Professor Lynn has been among

those rare individuals today who have not only researched and studied public management, but have practiced it over extended periods of time at the highest levels of government administration.”

“In sum, we feel that Laurence E. Lynn, Jr. has made seminal, important, and provocative contributions to the intellectual, research, and professional development of public management as a field worthy of research, study, and practice. His ongoing research agenda suggests that those contributions will keep coming. For these accomplishments, and looking to many more in the future, we are pleased to forward his name to you as our selection to be the first recipient of the H. George Frederickson Award for Career Contributions to Research.”

Robert Schwartz and Raanan Sulitzeanu-Kenan Receive The Beryl Radin Best Article Award for 2004

The Beryl Radin Award is given annually to the person or persons who have published the best paper in the *Journal of Public Administration Research and Theory* in the previous year. The Radin Best Article Award Committee for 2004 was chaired by Gregory Lewis of Georgia State University and included Erik-Hans Klijn of Erasmus University and Sharon Mastracci of the University of Illinois at Chicago. Their choice for the Award goes to Robert Schwartz of the University of Haifa and Raanan Sulitzeanu-Kenan of Wolfson College, University of Oxford, for their article “Managerial Values and Accountability Pressures: Challenges of Crisis and Disaster,” which appeared in volume 14, Number 1, (January, 2004) pp. 79-102 of the *Journal of Public Administration Research and Theory*. The abstract for their article reads as follows:

Conventional wisdom would expect government to react to disaster or crisis in order to prevent recurrence. Atrophy of vigilance theory contends that disasters in hazardous systems necessarily lead to such corrective policy. Yet policy change theory recognizes that even disaster or crisis spurs policy change only when there is a conducive political climate. When is disaster or crisis insufficient to produce a political climate favoring change aimed at preventing recurrence? What is the durability of policy change in the long term? This article uses three Israeli and two parallel American case studies to further understanding of policy reactions to disaster and crisis in environments dominated by production results pressures.

Patterns of reaction do not conform completely with either atrophy of vigilance or policy change theories.

Swartz and Sulitzeanu-Kenan's conclusions read as follows:

Long-Term Policy Effects of Disaster

Our cases provide new insights into the longer-term impacts of disaster on administrative values. Agenda change literature suggests that focusing events activate previously apathetic stakeholders into becoming active members of the policy community and lead to the creation of new institutions (public or nonprofit) that ensure the maintenance of policy change for the long-term (see especially Baumgartner and Jones). Conversely, atrophy of vigilance theory (and conventional wisdom) predict that, within the course of ten years, rectitude and resilience oriented measures taken in light of disaster will be relaxed. Our findings reveal quite different long-term patterns.

Interestingly, in the long-term, two of the three Israeli cases—bank shares and GSS—demonstrate a gradual shift toward rectitude and resilience values culminating in legislation passed twelve and eighteen years after the disaster. While imposing legal accountability requirements that promote rectitude and resilience, the legislation in both of these cases is relatively weak, leaving ample room for continued production results oriented behavior. In the third Israeli case, the Yarkon River Tragedy, there have been no changes to date (five years after the event) following symbolic proclamations shortly following the tragedy. Our two parallel American cases present yet a different long-term pattern—increased movement in the direction of rectitude or resilience over the course of time following initial significant short-term change in this direction.

Crises and disasters do indeed challenge the predominance of managerial values. American case studies support this thesis, indicating that managerialism is vulnerable when perceived as causing disaster. To date, American reaction to disasters demonstrates a healthy ability to put managerial values in their place in the wake of disaster. Our Israeli case studies suggest, however, that this challenge does not always succeed. Israeli experience serves to warn that managerial values and related accountability relations can both contribute to the advent of disaster or crisis and impede change designed to prevent its recurrence. As managerial values and practices continue to gain prominence in many countries, our findings may serve as a warning light.

Alisa K. Hicklin, Texas A&M University, have received a 2005 Paul Volcker Junior Scholar Research Grant from the Public Administration Section of the American Political Science Association. The grant was for her dissertation project "The Quest for Diversity: Increasing Minority Student Representation at American Universities." Ms. Hicklin is a PhD candidate in political science at Texas A&M.

Carolyn J. Hill, Assistant Professor of Public Policy at Georgetown University, was recently named a 2005-2006 Spencer Postdoctoral Fellow by the National Academy of Education. The fellowship will allow Hill to focus on research full-time during the 2005-2006 academic year.

Kimberley R. Isett, Ph.D. I received a small grant award (80k) from the National Institute of Mental Health to examine the process by which collaboration spreads through multi-service delivery networks. The grant runs from September 1, 2005- August 31, 2006. Titled: Integration Diffusion for SMI Service Delivery

Dr. Naim Kapucu, PI, Orange County Health Department Capacity Building Project, University of Central Florida, Orlando, Florida Leading the (\$298,000) project with special focus on proposal writing and technical assistance. A two-year-long project, funded by Florida's Orange County Health Department (OCHD), to assist eight Central Florida nonprofit agencies with capacity building, financial planning, technical assistance, and writing grant proposals to secure future funding. The project significantly increased service capacity for the grassroots agencies participating in the project. Dr. Kapucu is also recipient of Best Paper Award, Award committee chaired by William Waugh, for his article titled "Communication in Crisis: Boundary Spanners in Multi-agency Coordination," The paper presented at the 65th ASPA National Conference, Transforming Governance in a World without Boundaries, March 27-30, 2004, Portland, OR.

Dr. Sam Kirkpatrick will be a welcomed addition to the George Bush School of Government and Public Service in the fall. Dr. Kirkpatrick will serve as Executive Associate Dean for Academic Affairs & Management (EADAAM). He came to the Bush School from the American Association of State Colleges and Universities where he held the position as a Senior Fellow. Dr. Kirkpatrick also has served as the president of two public, comprehensive, metropolitan universities that offer programs in the arts, sciences, and professions to more than 25,000 degree students and large numbers of non-degree students served by over 2500 faculty and staff. He received his Ph.D. and Master's Degree in political science from Pennsylvania State University.

Jack H. Knott, professor of public policy and management and director of the Institute of Government and Public Affairs at University of Illinois at Urban-Champaign, to dean of the School of Policy, Planning, and Development at University of Southern California.

Joon Kim, a recent graduate of the Maxwell School, is a new assistant professor in the Texas Tech MPA program.

Thomas Longoria is the new director of the Center for Public Service at Texas Tech University.

Brint Milward, McClelland Professor of Public Management was named Director of the School of Public Administration and Policy at the University of Arizona and will also serve as Associate Dean of the Eller College of Management following the appointment of Paul Portney, formerly President of Resources for the Future in Washington, DC, as Dean of the Eller College of Management.

Kenneth J. Meier has been named the Charles H. Gregory Chair in Liberal Arts at Texas A&M University. Meier, who also hold a faculty position as Professor of Public Management, at the Cardiff School of Business (Wales), also received the Adalijza Sosa-Riddell Latino/a Mentoring Award for outstanding mentoring of Latino/a graduate students, awarded by the Committee on the Status of Latinos y Latinas in the Profession of the American Political Science Association.

Donald Moynihan joined the Robert M. Lafollette School of Public Affairs in the fall of 2005 as Assistant Professor of Public Affairs. Moynihan previously taught at the Bush School at Texas A&M University.

JPART Jumps Sharply Ahead in Citation Impact Factor Rankings in Manuscript Submissions

H. George Frederickson
Editor-in-Chief
University of Kansas

Carolyn Heinrich
Editor
University of Wisconsin-Madison

In a just completed analysis of the status of the Journal of Public Administration Research and Theory (JPART) by Oxford University Press, it has been determined that JPART citation and impact factors have dramatically improved. In a ranking of the impact and citation factors for 24 journals in public administration in 2003, JPART was 14th. Out of 26 public administration journals in 2004, JPART had moved to 7th. The table of citation and impact factors for the 10 leading journals in public administration is as follows:

TOP 10 JOURNALS IN THE 2004 PUBLIC ADMINISTRATION CATEGORY

Journal	Total Citations	Impact Factor
Governance	241	1.256
J Policy Analysis and Management	542	1.240
Public Administration	529	1.139
Philosophy and Public Affairs	613	1.133
J European Public Policy	482	0.892
J Social Policy	280	0.887
JPART	298	0.872
Public Administration Review	1,137	0.861
Policy and Politics	275	0.781
Climate Policy	80	0.776

Most notable in this array is the fact that JPART has moved ahead of the Public Administration Review (PAR) in its impact factor. PAR is self-described (on its website) as “the premier journal in the field of public administration research, theory, and practice for more than 60 years.” In addition, of the journals ahead of JPART, only Governance, the Journal of Policy Analysis and Management, and Public Administration (British) are broadly based journals in public administration. According to Oxford University Press, “this is an excellent result.”

Journals are ranked by impact factor, which is a ratio of the number of citations received and the number of articles published. The impact factor is calculated by dividing the number of citations in the current year to JPART articles published in the previous two years by the number of JPART articles published in the previous two years. Citations to articles other than those published in the last two years do not count toward the impact factor.

Online JPART Usage

Between 2003 and 2004, JPART online usage increased from 17,625 full text article downloads to 27,906. Thus far, JPART online usage for 2005 is on tract to make a significant increase over 2004. Online usage of JPART through JSTOR shows 16,165 articles have been viewed and 9,450 articles have been printed. The most accessed

articles (PDF downloads) in the twelve months September 2004 to August 2005 are as follows.

Article	Requests
Dark Networks as Problems Jörg Raab and H. Brinton Milward	1,310
The Middle Aging of New Public Management: Into the Age of Paradox? Christopher Hood	1,089
Public Goods and Posterity: An Empirical Test of Intergenerational Altruism Arthur C. Brooks	728
Bounded Rationality and Political Science: Lessons from Public Administration and Public Policy Bryan D. Jones	659
Is Hierarchical Governance in Decline? Evidence from Empirical Research Carolyn J. Hill	626
Privatization and Its Reverse: Explaining the Dynamics of the Government Contracting Process Amir Hefetz	597
The Role of Work Context in Work Motivation: A Public Sector Application of Goal and Social Cognitive Theories Bradley E. Wright	503
Goal Ambiguity in U.S. Federal Agencies Young Han Chun	493
Institutional Isomorphism and Public Sector Organizations Peter Frumkin	485
Book Review: Primed for Public Administration Theory. H. George Frederickson and Kevin B. Smith. 2003. <i>The Public Administration Theory Primer</i> . Boulder, CO: Westview Press. 288 pp. Eugene B. McGregor	430

JPART Subscriptions

In the era of high technology, journal subscriptions take many forms, including standard paper institutional (library) subscriptions, standard individual paper subscriptions either personally or via membership in PMRA (which also includes electronic access), standard online access consortia, and developing country online access consortia. In addition journal subscriptions are broken down by region (UK, Europe, N. America, Japan, rest of the world). The following table shows JPARTs subscription status at the close of 2004.

TOTAL INSTITUTIONAL CIRCULATION (SUBSCRIBERS+CONSORTIA+DEV. CTRY)						
	UK	Europe	N. America	Japan	Rest of World	Total
2002	3	18	196	1	17	235
2003	28	227	341	6	443	1,044
2004	42	343	269	23	750	1,427
PERSONAL SUBSCRIBERS						
	UK	Europe	N. America	Japan	Rest of World	Total
2002	0	1	15	0	3	19
2003	3	2	37	1	11	54
2004	2	6	28	1	10	47
MEMBER SUBSCRIBERS						
	UK	Europe	N. America	Japan	Rest of World	Total
2003	3	11	168	0	4	186
2004	4	10	141	1	2	158

In aggregate terms at the end of 2004 the JPART subscription base was 1,632.

Backlog

Currently JPART has a backlog of approximately 20 manuscripts, by far the largest in the journal's history. At the average rate of 7 articles published in each issue, this is a three-issue backlog. Although the issue of backlogs is somewhat ameliorated by the availability of online access once a

Dr. **Sheila Murray** joined the Bush School as a visiting assistant professor this fall from the RAND Corporation. She will teach economic analysis and public budgeting. Dr. Murray received a B.A. in Economics in 1984 and a B.S. in Chemistry in 1985 from the University of Oklahoma. She then went on to get her Master's Degree in Economics from the University of Pennsylvania and a Ph.D. in Economics from the University of Maryland at College Park. Dr. Murray has taught in several public policy departments including the University of Kentucky, Georgetown University, and the University of Maryland-Baltimore County. Dr. Murray was recently appointed as a principal member of the U.S. Department of Education's Institute of Education Science Education Systems and Broad Reform Research standing review panel.

Dean Mitchel Wallerstein of the Maxwell School of Citizenship and Public Affairs at Syracuse University has announced the appointments of Professor **Rosemary O'Leary** and **Catherine Gerard** as co-directors of the school's interdisciplinary Program on the Analysis and Resolution of Conflicts (PARC).

Rosemary O'Leary, Distinguished Professor at the Maxwell School of Syracuse University, and Lisa Bingham, Professor at the School of Public and Environmental Affairs at Indiana University, won the 2005 award for "Best Book in Environment and Natural Resources Administration" for their co-edited book *THE PROMISE AND PERFORMANCE OF ENVIRONMENTAL CONFLICT RESOLUTION* (Resources for the Future Press). The award is given by the environmental section of ASPA.

Sanjay K. Pandey has accepted a position with the Department of Public Administration at the University of Kansas; he will join the KU faculty in Fall 2006. Also, he won the Charles H Levine Best Conference Paper Award for 2005 from the Public and Nonprofit Division of the Academy of Management for a paper co-authored with Bradley Wright.

Michael Pennington, a recent graduate of Texas A&M, is a new assistant professor in the Texas Tech MPA program.

David Pitts, a recently graduated from the University of Georgia and is now assistant professor of Public Administration & Urban Studies in the Andrew Young School of Policy Studies at Georgia State University.

Beryl Radin has joined the faculty of the Department of Public Administration and Policy at American University as Scholar in Residence.

Dr. **Gina Yannitell Reinhardt** will be an assistant professor at the Bush School and will teach Quantitative Methods. Her research interests include the redistribution of wealth and international development. Dr. Reinhardt graduated Magna Cum Laude with a Bachelor of Arts in International Studies from Rhodes College in Memphis. She received a M.A. in Political Science and a Ph.D. in Political Science from Washington University in St. Louis. Dr. Reinhardt completed her dissertation under an American Writing Fellowship from the American Association of University Women. Her work can be seen in *Legislative Studies Quarterly* and the *Review of Development Economics*.

James Svava of NC State will serve as distinguished visiting scholar at the ASU School of Public Affairs in the fall semester and **Robert Lang** of Virginia Tech will fill the same role in the spring.

Marty Vanacour (former city manager of Glendale, Arizona) has joined the faculty at the ASU School of Public Affairs as a professor of practice.

manuscript has been accepted and processed, we are nevertheless working to reduce the JPART backlog.

Manuscript Submissions and Editorial Decisions

This is a report based on the period from January 1, 2005 to August 25, 2005. In the past 8 months there have been 105 new manuscript submissions to JPART, a submission rate almost double the rate for 2004. Of those submissions, 26 are currently pending an initial decision. In the past 8 months there have been 64 rejections, 29 manuscripts recommended to revise and resubmit, and 11 acceptances. Of the 104 editorial decisions made thus far in 2005, 25 were for manuscripts received prior to January 1, 2005. Nine manuscripts have been revised and resubmitted during the past 8 months.

The average elapsed time from submission to initial decision is 102 days, or less than three and one-half months. The average number of days from resubmission to the next decision is 66 days or just over two months.

The transition from paper to electronic/internet manuscript submission and review has gone smoothly and has aided the processes of dealing with the significant increase in manuscript submissions. In addition, JPART is pleased to announce three new Associate Editors, George Boyne, Anne Khademian and Bryna Sanger, who are also helping us to manage the larger volume of submissions and to keep the review processes moving along efficiently and effectively.

JPART Promotion

JPART was displayed as part of the Oxford University Press booths at 10 academic conferences in 2004. There are currently 795 registrants on the JPART e-mail alerting service, which provided information on newly accepted articles, upcoming tables of contents, and promotion materials. In addition, the CiteTrack content alerting service e-mails alerts to researchers when articles in certain subjects or by certain authors, or when certain citations are included, are published. There were nearly 32,000 alerts in the group of journal in which JPART is included in 2004. In 2004 there were 118 individuals registered to view free sample copies of JPART. A 5-month online free trial subscription was made available to the 250 members of the National Association of Schools of Public Affairs and Administration, yielding a 13.2 percent response. Finally, in the run-up to the PMRA conference in Los Angeles at the end of September 2005, there has been an increase of more than 65 new PMRA members, an increase no doubt driven by the more favorable conference registration rates for PMRA members.

Summary

For JPART 2004 was a very good year. All the metrics thus far for 2005 have positive trajectories and we anticipate another good year.

Position Announcement

The Department of Political Science invites applicants for an entry level, tenure-track position in public administration at the rank of Assistant Professor beginning Fall Semester 2006. Ph.D. in Political Science or Public Administration must be completed by June 30, 2006. Primary teaching responsibilities are graduate courses in our interdisciplinary MPA program. We are open to any specialization. Ability to teach Introduction to American Government, State and Local Government, or other political science courses to undergraduates is highly desirable. Work experience in the public sector is also desirable. We offer a 3-2 teaching load for the first three years. After a successful Third Year Review, a one-semester sabbatical is available in the fourth year and the 3-2 teaching load may be continued for another three years contingent on the publication record. Preference will be given to applicants who provide evidence of teaching effectiveness and show promise of a strong record of publication.

Please send a detailed letter of application indicating your interest and suitability, statements of teaching philosophy and research interests, curriculum vitae, official graduate and undergraduate transcripts, three letters of recommendation, two writing samples, two syllabi (if available), and evidence of teaching effectiveness to Dr. Craig M. Wheeland, Chair, Political Science Department, Villanova University, 800 Lancaster Avenue, Villanova PA 19085-1699. All material must be received by October 1, 2005.

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MANAGEMENT MATTERS

the public management research association newsletter

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